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ABSTRACT

This report, the seventh in the Community Social Analysis Series conducted by the Institute of Community and Area Development and the Department of Sociology and Anthropology of the University of Georgia, summarizes the findings of a study of DeKalb County, Georgia. The community reconnaissance method was used in selecting and interviewing 117 positional-reputational leaders and in making demographic, historical, and current events sketches as background information for the study. To get a random sample of the views of DeKalb County's average citizens, a random sample was drawn from the registered voter list and 322 voters were interviewed. Included in the report are an introduction to a community social analysis, a history of DeKalb County, a descriptive analysis of the county's social structure, and implications of the data for the seventies. A rank order of respondents' views of community needs and problems is appended, as well as a copy of the leader nomination questionnaire and interview schedule and a list of available resources. (KM)

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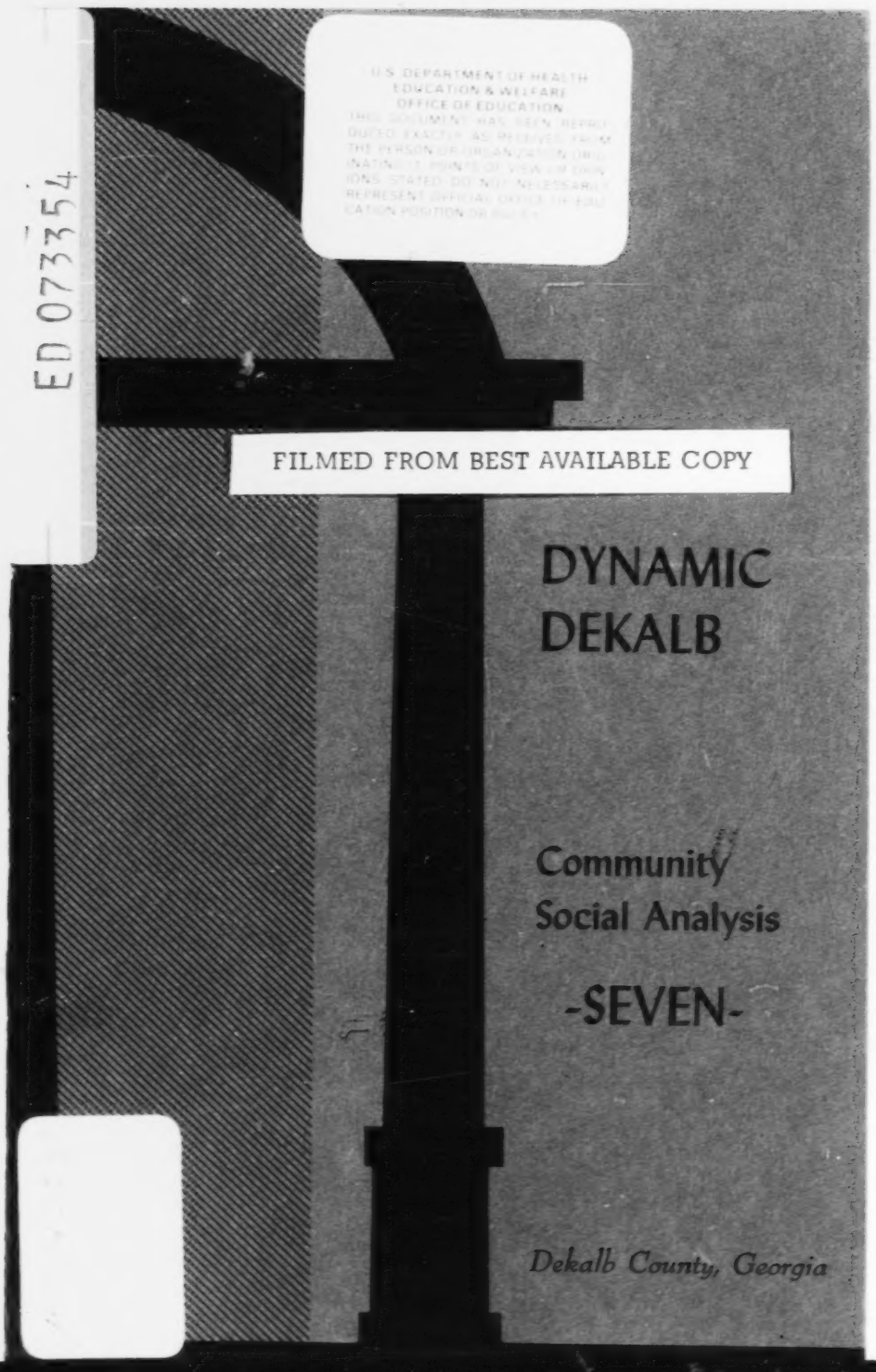


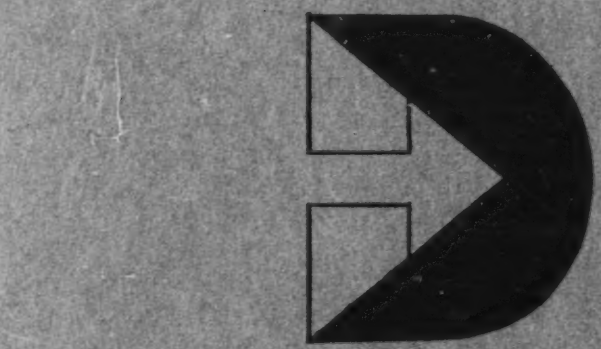
DYNAMIC DEKALB

Community Social Analysis

-SEVEN-

Dekalb County, Georgia

COMMUNITY SOCIAL ANALYSIS



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COMMUNITY SOCIAL ANALYSIS

OF

DEKALB COUNTY, GEORGIA

January, 1972

Community Social Analysis Series Number 7

by

Harold L. Nix and Norma R. Seerley

assisted by
Community Reconnaissance Methods Class of Winter, 1970:
Robert Bradford, W. E. Delaper, Herbert H. Jarrett,
Ted Hunter, Alton Little, Janine Patterson,
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Interview Assistance by
Sociology Classes of Mrs. Ruby Lewis of
DeKalb Junior College
and
DeKalb County Jaycees

Institute of Community and Area Development

and

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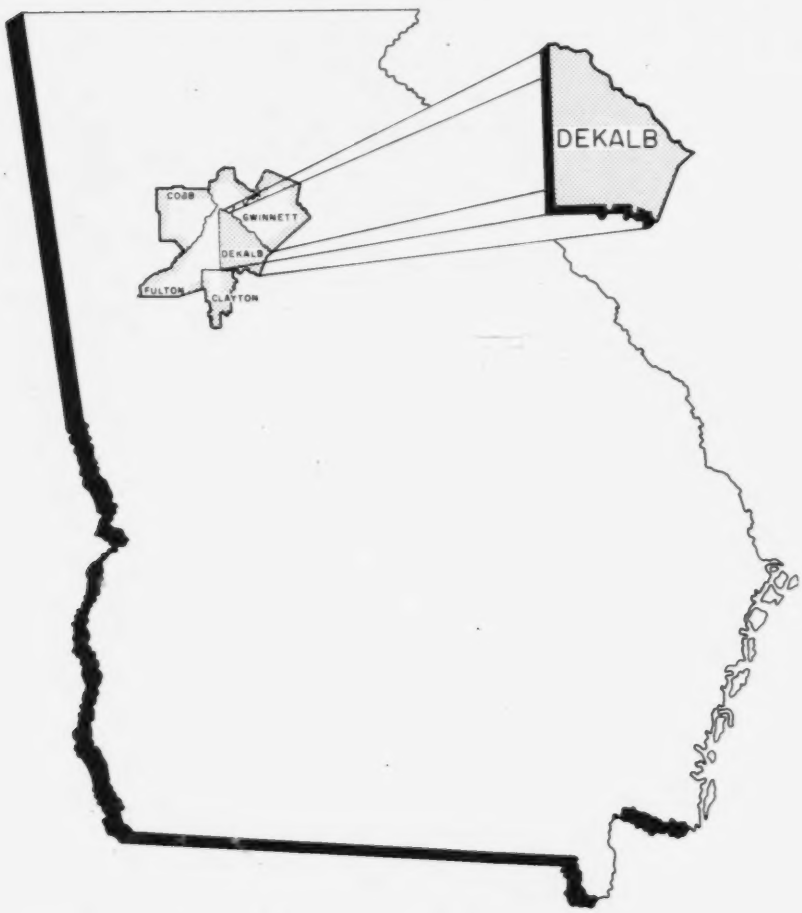
Sponsored Locally By

DeKalb Chamber of Commerce

Decatur, Georgia 30030

Location Map

community social analysis study
of Dekalb County, Georgia



FOREWORD

The Community Social Analysis of DeKalb County is the seventh of the Community Social Analysis Series conducted by the Institute of Community and Area Development and the Department of Sociology and Anthropology of the University of Georgia. The first three of the series were metropolitan studies made in cooperation with the Georgia Department of Public Health through its Environmental Health Branch. These three were made in support of Environmental Health Survey Training programs in Macon-Bibb County, Savannah-Chatham County, and Augusta-Richmond County.

The fourth of the series was Community Social Analysis of El Pinar, Spain. This study was made by a doctoral candidate in relation to his dissertation.

In the last three Community Social Analyses and one preliminary study, the data have been collected by the Community Reconnaissance Methods Class (Sociology 559-759) of the Department of Sociology and Anthropology with the support of the Institute of Community and Area Development.

These studies include: "Preliminary Community Social Analysis of Dublin-Laurens County," supported locally by the Dublin-Laurens County Chamber of Commerce; Community Social Analysis of Oglethorpe County, sponsored locally by the Oglethorpe County Civic Club and the Northeast Georgia Area Planning and Development

Commission; Community Social Analysis of Athens-Clarke County, sponsored by the Athens Area Chamber of Commerce; and this Community Social Analysis of DeKalb County, sponsored by the DeKalb Chamber of Commerce.

This latest study was made in response to a request from the DeKalb Chamber of Commerce. The study was made for three basic reasons. First, it was made to help understand the social structure and processes of the large, complex, expanding DeKalb County community. Second, it was made to assist the local organizations, leaders, officials, and citizens to determine their priorities and direction for the seventies. The final reason was to aid the leaders and citizens in developing a community study-planning-action program.

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PREFACE

This study is, in part, the product of a sociology course, "Community Reconnaissance Methods" (Sociology 559-759), taught in the Department of Sociology and Anthropology with the support of the Institute of Community and Area Development. This course is an attempt to combine the three basic functions of the University of Georgia--research, teaching, and service. That is, in an ongoing research project seniors and graduate students are trained in research methods while they are actually engaged in research. This teaching-research process is related to the host community before, during, and after the class quarter in such a way as to be of educational and service value to that community. It is hoped that the published report will also be of educational value to the residents of other communities which are interested in a greater understanding of their needs as they relate to community development.

Appreciation is due to several groups. First, we thank the sponsoring organization, the DeKalb Chamber of Commerce; the 117 general and specialized leaders; and the 322 voters who were interviewed during the study.

Second, gratitude is expressed to the eight students who studied the reconnaissance method and collected the leadership data. These students are: Robert Bradford, W. E. Delaper, Ted

Hunter, Herbert H. Jarrett, Alton Little, Janine Patterson, Norma Seerley, and Richard Samuel Parker.

Third, we are appreciative to Mrs. Ruby Lewis and her Sociology classes at DeKalb Junior College for their aid in interviewin the voter respondents. Thanks is extended to the various Jaycee Clubs serving DeKalb County who also participated in the voter interviewing process.

Fourth, appreciation is due to Marilyn Lowe and Mary Anne Teed for assistance in processing the data and typing the manuscript.

Finally, acknowledgement is made to the organizations and departments which bore the cost of publishing the study. They are the DeKalb Chamber of Commerce, the University of Georgia's Institute of Community and Area Development, the Department of Sociology and Anthropology, and General Research. In addition, support has been provided by the Georgia Community Continuing Education Service.

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January, 1972

TABLE OF CONTENTS

	Page
FOREWORD	iii
PREFACE	v
LIST OF TABLES	viii
Chapter	
I. INTRODUCTION: A COMMUNITY SOCIAL ANALYSIS	1
Definition	1
Importance	1
Purpose	2
Method	3
Report and Follow-up	14
II. DEKALB COUNTY: ITS BEGINNINGS AND DEVELOPMENT	17
The Setting	17
History	18
DeKalb County Today	24
III. THE SOCIAL STRUCTURE OF DEKALB COUNTY, GEORGIA: A DESCRIPTIVE ANALYSIS	31
Community of Identity	32
Dispersion of Behavior	35
Community Image	42
Ratings of Community Services, Conditions, and Facilities	47
Community Needs and Problems	52
Evaluation of DeKalb County	60
Organizational Participation	62
Leadership and Organizational Structure	64
IV. DEKALB INTO THE SEVENTIES	88
Summary	89
Basic Conclusions	99
Direction for the Seventies	
The Nature of Community	103
The Big Problem	104
General Guidelines and Principles of Planned Change	105
Steps Toward Solving the Big Problem	111
APPENDIX A. COMMUNITY NEEDS AND PROBLEMS	128
APPENDIX B. NOMINATION QUESTIONNAIRE	146
INTERVIEW SCHEDULE	149
INTERVIEWER'S INSTRUCTIONS	161
APPENDIX C. AVAILABLE RESOURCES	164

LIST OF TABLES*

Table		Page
1	Characteristics of Leader Respondents and Voter Respondents	12
2	Population of DeKalb County, 1830-1970	26
3	Population Trends in Nine Municipalities, DeKalb County, Georgia, and the United States, 1940-1970	27
4	Community of Identity	34
5	Dispersion of Behavior	41
6	What Leader and Voter Respondents Liked Best About DeKalb County	46
7	Average Ratings of Services, Conditions, and Facilities	49
8	Rank Order of Need Areas	55
9	Rank Order of Top Needs in Eleven Need Areas	56
10	Top Twenty Specific Needs Cited by Leaders and Voters	59
11	Evaluations of DeKalb County as a Community	61
12	Organizational Participation for Leaders and Voters	63
13	Reputational Leaders by Institutional-Occupational Affiliations	67
14	Ranking of Key Influentials by Top Leaders	73
15	Ranking of Key Influentials by Voters	74
16	Types of Key Influentials	75
17	Orientations of Leaders and Voters	79
18	Coordinative Group Memberships	81
19	Influential Organizations, Groups, and Positions	82

Tables in Appendix

A	Rank Order of Specific Needs within Need Areas Cited by Leaders	129
B	Rank Order of Specific Needs within Need Areas Cited by Voters	133
C	Rank Order of Specific Needs Cited by Leaders	138
C	Rank Order of Specific Needs Cited by Voters	141
E	Highest-Ranked Needs in Three Large and Three Small Georgia Communities as Cited by Leader Samples	144

*Titles of tables are abbreviated.

CHAPTER I

INTRODUCTION: A COMMUNITY SOCIAL ANALYSIS

> If we could first know where we are, and whither we are tending, we could better judge what to do and how to do it.
>
> --Abraham Lincoln

A. Definition of a Community Social Analysis

A community social analysis is a type of study whereby data is gathered for analyzing certain parts of the community's social structure. The dimensions selected for studying a community's social structure vary with the community being investigated. Typical of the dimensions generally studied, the DeKalb County social analysis included the following: attitudes and values, felt needs and problems, evaluations of DeKalb's services and facilities, community of identity, dispersion of behavior, organizational participation, organizational structure, and leadership patterns.

B. Importance of a Community Social Analysis

In recent years there has been a rapid increase in the number of technical studies made by professionals for communities. Associated with the increase in these costly study-planning programs has been a growing criticism of the lack of their implementation.

Why are these studies so frequently shelved? It is being increasingly realized that physical, economic, governmental, and other technical changes in a community usually are preceded by changes in the social structure of a community. This means that conditions presently existing in a community are, in large measure, the result of the prevailing attitudes, values, beliefs, behavior, and relationships of the citizens. Hence, if planned change is to be effected in a community, the elements of the social structure must first be changed.

How is a community's social structure altered? It is well established that this is not an easy task. However, the starting point in trying to change anything is to determine what the present situation is. Once the situation is assessed, specific goals for action may be set. A community social analysis is one approach by which the needed background information is provided for planning and directing change.[1]

C. Purpose of a Community Social Analysis[2]

The basic purpose of a community social analysis is to help provide for better understanding, direction, and organization of the host community through its many helping agencies and organizations. More specifically, such a survey is aimed at helping local citizens and leaders to:

1. Identify the felt needs and problems of the community.
2. Rank in priority the need and problem areas to be dealt with.
3. Organize or mobilize to deal with chosen needs and problems.

4. Study the identified need areas and determine specific goals.

5. Develop a plan of action to accomplish locally determined goals.

6. Find resources to accomplish goals.

7. Act to accomplish goals.

8. Evaluate accomplishments.

After the accomplishments have been evaluated, the whole process of study-planning-action should be repeated. Ideally, the process becomes institutionalized, and a never-ending study-planning-action process takes place in a community.

D. Method--How a Social Analysis is Made[3]

DeKalb's social analysis was made in part by utilizing the method of study that is referred to as the "community reconnaissance method." This method provides a quick, efficient technique for determining relevant aspects of the social structure, processes, and needs within a community by using a community's leaders as informants. In addition to using the community reconnaissance method by which a sample of the general and specialized leaders in DeKalb County were selected and interviewed, the researchers also interviewed a random sample of registered voters. This procedure permitted the views of the leaders to be compared with the views of other citizens in the county. In the following section a description of the "community reconnaissance method" will be given. The next section will describe the "random sample" part of the DeKalb study.

The Community Reconnaissance Method--Leader Interviews. The community reconnaissance method of study utilized in the DeKalb study was developed at the University of Kentucky[4] and modified at the University of Georgia.[5] It involves several steps:

STEP I--Locate a Host Community. In order for a community study to be successful, it is felt that there should prevail in the community a felt need for community improvement. In addition, a group or organization of local citizens should agree to support the study in the following ways:

1. Provide a representative group of local citizens to participate in an orientation or explanation session.

2. Provide a broadly representative sponsoring organization(s), or a community steering committee made up of representatives from different organizations and groups.

3. Support the researchers as they make the study. This support should include:
   (a) assisting in the legitimization or approval process,
   (b) providing news releases on the proposed study, giving purpose, sponsorship, and time,
   (c) contacting each person to be interviewed, and
   (d) in some cases, scheduling the interviews in some central place.

4. Pay for or share the cost of publication of the study.

5. Permit public release of the findings through various media such as newspapers, public meetings, and publication.

6. Assure the use of the findings to stimulate study groups, program planning, and other community developmental efforts.

In the DeKalb study, the DeKalb Chamber of Commerce invited the University of Georgia through the Institute of Community and Area Development and the Department of Sociology to make the study. Consequently, the Chamber with its county-wide membership became the official sponsor. In order to broaden the base of representation and involvement, the Chamber of Commerce held an orientation luncheon to which were invited persons representing different institutional areas, sub-communities, political parties, and minority groups. After a presentation of the objectives and procedures of the proposed study was made, the session members voiced approval and encouraged the Chamber to proceed in sponsoring such a study.

Furthermore, the Chamber supported the researchers by seeking further legitimization or approval from other sectors of the community, publicizing the research efforts, making appointments with all of the leader respondents at a central location, paying for the publication of the study, assisting in publicizing the findings, and assuring the utilization of the findings in various community development efforts.

STEP II--Library Research. Typically, the research team was divided into four teams to conduct four types of library research: (a) demographic analysis, (b) content analysis of newspapers, (c) summary of the history of the community, (d) study of previous surveys made of the community. Each of these aspects of DeKalb was studied by the research team. The findings were incorporated into this report.

STEP III--Interview Schedule Construction. After a study of interview schedule construction, a preliminary schedule was first constructed. This schedule was modified and supplemented by representatives of the sponsoring group, and many questions and issues were added that are pertinent to DeKalb County but which outsiders could not anticipate.

STEP IV--Schedule Pretesting and Revising. The modified schedule was pretested, and further modification was made where necessary.

STEP V--Field Interviewing. A sample of community leaders was then interviewed. Techniques for the selection of respondents vary with the community being studied. In DeKalb County a combination of known methods for locating leaders in a community was used. By using a combination of various techniques, it is believed that the majority of leaders, both specialized and general, were tapped for interviewing. The first

technique used for delineating leaders in DeKalb County is called the positional approach. This method involved the preparation of a list of top positional leaders from available official documents. Included on the list for DeKalb were persons occupying top positions in the areas of government, business, industry, law, education, religion, civic organizations, recreation, welfare, health, labor, and mass communication.

The second technique utilized is called the panel nomination method whereby a broadly representative and knowledgeable group is selected to serve as a panel to fill out nomination questionnaires. The DeKalb County Jaycees served in this capacity. They were asked to name four general leaders whom they considered to have the most influence on a broad range of county-wide affairs. They were further asked to name two each of twelve specialized types of leaders for the following areas: business and industry, education, health and medicine, welfare, civic affairs, "cultural" affairs, politics, religion, labor, and communication. To these specialized areas were added two typically unrepresented categories, women leaders and black leaders. In addition to general leaders, specialized leaders, and underrepresented categories, the nomination panel members were asked to name two locality leaders from

each of eleven sub-communities and municipalities (see Appendix B, Nomination Questionnaire). A tally of the nominations was kept. It was decided that those mentioned three or more times would be interviewed. The list of persons nominated three or more times by this panel method was consolidated with the list developed through the positional technique. By eliminating overlap, a list of 126 potential leader respondents resulted. Interviews were scheduled with as many of those persons as possible. Subsequently, 109 of the 126 (86 per cent) were interviewed.

During the interviewing process, a third technique was employed for determining the leaders in DeKalb County. This procedure is called the snowball technique. Each of the 109 leaders interviewed was asked to name about six of the most influential leaders in the county. A tally was kept of the leaders thus named during the interviewing process; and any person mentioned three or more times but not already scheduled to be interviewed was, in turn, interviewed and asked to name about six or more county-wide leaders. With this snowballing technique, eight more names were added to the original list, making a total of 117 DeKalb leaders finally interviewed. These 117 provided the leadership responses in this study.

In summary, members of a University of Georgia sociology course, "Community Reconnaissance Methods" (Sociology 559-759), utilized the reconnaissance method described above for selecting and interviewing leaders in DeKalb County. In addition, the class prepared demographic, historical, and current events sketches of DeKalb County as background information for the social analysis.

Some community social analyses are made using only leader respondents.[6] Others involve interviews with a random sample of the citizens in the community, in addition to interviews with the leaders.[7] In the latter case, it is possible to compare the views of the community's leaders with the views of its citizens. This study of DeKalb County included interviews with both its leaders and a random sample of its voters; thus, a comparison is possible of the views of the leaders in DeKalb County with the views of some DeKalb County citizens. The following section describes the sampling and interviewing processes involved in the random sample portion of the DeKalb study.

Interviews With a Random Sample of Citizens. The sponsoring organization of DeKalb's community social analysis was interested not only in the views of DeKalb's leaders, but also in the views of DeKalb's average citizens. It was felt that if data could be collected from both leaders and citizens and then compared, a more complete picture of DeKalb County would be obtained. Interviewing all adult DeKalb County citizens would be, of course, nearly impossible, as well as impractical. Thus, the useful research tool of population sampling was used for obtaining data concerning the

views of the average citizens. In order to draw an adequate sample, a list is needed of the population to be studied. The most complete list of persons in DeKalb County for the desired social analysis was the registered voter list. This list was used for the following reasons: (1) the purpose of a community social analysis is to help plan for change; (2) it is the more stable, interested persons in the community who are more likely to play a part in the plan for change; and (3) it is assumed that persons registered to vote are relatively stable and that they are the persons who would and perhaps should have the most influence in deciding which direction the community will take. Thus, the registered voter list was used for drawing the sample of citizens. A total of 688 names were randomly picked from the registered voter list. Of these, 322 persons (approximately 47 per cent) were subsequently interviewed. The interviews of the random sample of voters were made by DeKalb Junior College students who were enrolled in Mrs. Ruby Lewis' sociology classes, and by some of the DeKalb County Jaycees.

Characteristics of Respondents. What sorts of persons were interviewed for DeKalb County's social analysis? Table 1 summarizes the respondents according to various characteristics.

1. Leader Respondent Characteristics. The 117 leader respondents exhibited the following characteristics: the majority, or 56 per cent, were in the middle age range of 35-54 years, while approximately 25 per cent were 55 years of age or older and approximately 19

per cent were under 35. Eighty-seven per cent of the leaders interviewed were males and 13 per cent were females. In terms of race, 3.4 per cent were Negro, and 96.6 per cent were white. Ninety-one per cent of the 117 leaders held positions that can be classified as managerial, official, or professional. Of the total, 21 per cent were elected officials. The leaders were well educated. More than 93 per cent had attended college, and nearly half of this 93 per cent had done some graduate work. The majority of the leader respondents had resided in the county ten years or more, while only 18 per cent had been born in the county. The relatively low percentage of native-born leaders appears to be typical of the more urban communities. In rural Oglethorpe County, for example, over half (54 per cent) of the leaders were found to be native-born, while in the intermediate sized Athens-Clarke County, slightly over one-fourth of its leaders had resided in the county all of their lives. Of the 117 leader respondents in DeKalb, 31 per cent lived in one of DeKalb's nine municipalities while the remaining 69 per cent resided outside of DeKalb's municipalities.

In summary, the typical leader respondent was a college-educated, white male in his forties, living outside a DeKalb municipality. He had lived in DeKalb County over ten years and was usually a manager or

TABLE 1

CHARACTERISTICS OF 117 LEADER RESPONDENTS AND
322 VOTER RESPONDENTS IN PERCENTAGES,
DEKALB COUNTY, GEORGIA, 1970

Characteristics		Respondents	
		Leaders %	Voters %
Age:	Under 35	18.8	20.7
	35-44	29.1	29.2
	45-54	27.4	26.3
	55-64	17.9	15.4
	65 and over	6.8	8.4
		100.0	100.0
Sex:	Male	87.2	61.2
	Female	12.8	38.8
		100.0	100.0
Race:	White	96.6	94.0
	Black	3.4	6.0
		100.0	100.0
Occupation:	Professional	41.0	21.3
	Mgr. and Official	50.4	22.8
	Clerical and Sales	1.7	19.6
	Craftsman, Foreman	---	6.1
	Operative	---	1.6
	Service	0.9	1.3
	Laborer	---	1.3
	Homemaker	6.0	16.7
	Others	---	9.3
		100.0	100.0
Education:	Less than High School	0.8	12.5
	High School	6.0	19.9
	Some College	19.7	32.6
	College Graduate	27.4	18.7
	Over four years College	46.1	16.3
		100.0	100.0
Length of Residence:	Less than 5 yrs.	17.7	12.4
	5-9 years	12.4	21.5
	10-24 years	29.2	45.1
	25 yrs. and over	22.1	11.8
	Native Born	18.6	9.2
		100.0	100.0
Elected Official:	Yes	21.4	---
	No	78.6	100.0
		100.0	100.0
Residence:	Not in Municipality	69.2	69.5
	In a Municipality	30.8	30.5
		100.0	100.0

owner-manager, government official, or professional in terms of occupation.

2. Characteristics of Voter Sample Respondents. The age distribution of the voter sample was similar to that of the leaders. The majority or 55 per cent of the voter sample were between 35 and 54 years of age. About 21 per cent were under 35 and about 24 per cent were over 55. Fifty-one per cent of the voters interviewed were male and 49 per cent were female. In regard to race, 94 per cent were white, and 6 per cent were Negro. The occupations of the voter sample were varied. Whereas 91 per cent of the leader sample were in the managerial, official, or professional occupational categories, 44 per cent of the voter respondents were so classified. More specifically, approximately 23 per cent were in the managerial and official classification and 21 per cent were in some type of professional work. Over 19 per cent were in clerical or sales work. Homemakers represented nearly 17 per cent of the voter sample. Other voter interviewees were craftsmen, foremen, service workers, laborers, and a few were in farm-related work. None of the voter respondents held an elected office as opposed to 21 per cent of the leader respondents. The voters also were generally well educated, but less so than the leaders. The majority of the voter respondents had attended

college. In fact, 35 per cent were college graduates. Nearly 70 per cent of the voter respondents interviewed lived outside a DeKalb County municipality. The length of residence in DeKalb County was ten years or more for the majority of these respondents.

In summary, the average voter interviewed was most likely a white male who was under 45 years of age, had some college education, and had a good chance, but not as good as the leader respondents, of holding medium to high occupational status. He had probably lived in DeKalb County for at least ten years and was currently residing outside a DeKalb municipality.

E. Report and Follow-up

In a community social analysis study the information derived from the library research and field research (interviews) is tabulated, analyzed, and submitted to the local sponsoring group. The report can be made public through open meetings and news media, as well as by general distribution in printed form. If the reporting is properly performed, interested citizens can follow through by meeting, identifying and ranking needs, organizing study groups, bringing in specialists, determining specific community goals, finding resources, and taking action to reach community goals.

Follow-up assistance in organizing, studying, and planning is available from many sources within the University System of Georgia, state agencies, federal agencies, private colleges, public

education, volunteer associations, and private enterprise. Included in Appendix C of this monograph will be a listing of sources of assistance in the study-planning-action process in DeKalb County.

FOOTNOTES

[1]Harold L. Nix, Community Social Analysis of Athens-Clarke County, Community Social Analysis Series No. 6 (Athens: University of Georgia, Institute of Community and Area Development, and Department of Sociology and Anthropology, August, 1966), pp. 1-2.

[2]Harold L. Nix and Norma R. Seerley, "Community Reconnaissance Method: A Synthesis of Functions," Journal of the Community Development Society, II (Fall, 1971), 63-64.

[3]Ibid., pp. 64-66.

[4]See Irwin T. Sanders, "The Community Profile," American Sociological Review, XXV (February, 1960), 75-83 and Irwin T. Sanders, Preparing a Community Profile: The Methodology of a Social Reconnaissance, Kentucky Community Series No. 7 (Lexington, Kentucky: Bureau of Community Service, University of Kentucky, 1950).

[5]Studies made at the University of Georgia using the community reconnaissance method may be found in the Community Social Analysis Series, Nos. 1-6. These include studies of the following communities: Savannah-Chatham County; Macon-Bibb County; Augusta-Richmond County; El Pinar, Spain; Oglethorpe County; and Athens-Clarke County. These analyses have been supported by the following units of the University of Georgia: Institute of Community and Area Development, Department of Sociology and Anthropology, Georgia Community Continuing Education Service, and General Research. In addition, support has been given by the Georgia Department of Public Health.

[6]As an example, see Nix, Community Social Analysis of Athens-Clarke County.

[7]See, for example, Harold L. Nix, "Preliminary Community Social Analysis of Dublin-Laurens County," Athens, Institute of Community and Area Development, 1966. (Mimeographed).

CHAPTER II

DEKALB COUNTY: ITS BEGINNINGS AND DEVELOPMENT

A. The Setting

> DeKalb is the garden spot of Georgia, where all honest people can find homes and make a good living, if they are willing to work. There is no more productive soil and foreign emigrants need go no further for a healthy climate, productive soil and hospitable people . . . .[1]

DeKalb County lies in north central Georgia and is one of the five counties comprising the Greater Atlanta Metropolitan Area. The county covers an area of 269 square miles and is approximately 1000 feet above sea level. In 1970 there were 415,387 persons residing in DeKalb County, 23 per cent of whom resided in one of the nine incorporated municipalities, and 77 per cent of whom resided outside a municipality.

Being in the Piedmont topological region, the land in DeKalb is characterized by foothills, sandy and clay loams, and abundant streams. The principal streams running through DeKalb County are South River, Peachtree Creek, and Yellow River. The nearby Chattahoochee River furnishes much of the water for DeKalb as well as for much of the Metropolitan Atlanta area.

The climate of the county is considered highly favorable. As

one of the early writers in DeKalb declared:

> To the north the ice king rules his domain; to the south the stifling heat holds sway, but the "Old Empire State" is so situated that in the summer the cooling breezes from the Atlantic sweep over her hills, and in the winter the warmclad zephyrs from Florida embrace her valleys.
>
> The climate, therefore, of DeKalb is delightful to all the year round, and will suit the people from every clime.[2]

The mean annual temperature in DeKalb is about 62 degrees. Monthly averages range from near 79 degrees in July and August to around 45 degrees in January and December. The average rainfall is 49.3 inches. The growing season runs, generally, from April through October.

B. History[3]

The earliest recorded history of the area which is now DeKalb County indicates that the Creek Indians were the inhabitants until the early part of the 18th century. At that time the Cherokees came into north Georgia from North Carolina and Tennessee, pushing the Creeks south of the Chattahoochee River. The river became the boundary between the two Indian nations, and this river boundary was the site of many bloody battles. On January 8, 1821, the Creek Indians ceded the territory east of the Chattahoochee River and between the Ocmulgee and Flint Rivers to the United States government. The huge tract of land measured 475 square miles and was named Henry County in honor of Patrick Henry. The land was laid out and distributed to settlers by lottery. In 1822 the Georgia State Legislature divided Henry County into smaller counties.

DeKalb County was thus created from Henry County and also, in part, from Fayette and Gwinnett Counties. This newly formed DeKalb County included what is presently Fulton and DeKalb Counties until 1853 when the legislature divided the area into two counties. DeKalb County was named in honor of Baron Johann DeKalb, a native German who aided the colonies during the American Revolution.

The early settlers came mostly from the Carolinas and Virginia and were mainly native-born Americans of Scottish, Irish, and English descent. The people are described as being poor, not highly educated, and generally industrious and temperate. They were small farmers, who owned their own homes that were usually made of logs, and who owned few or no slaves. Supposedly, none had holdings which would be described as those of a planter, as were known in the older eastern and middle counties of Georgia.

The first town to be incorporated in DeKalb County was Decatur, in 1823. It became and remained the county seat. The first courthouse was a small log building erected on the present city square. During the remaining years of the 1820's, many activities began to flourish in the county. A stagecoach line was put through the county; schools and churches were established; and the first newspaper, The DeKalb Gazette, was published.

By 1830 the population of DeKalb County had grown to 8,388 whites, 1,669 slaves, and 17 free Negroes, according to the Chamber of Commerce's "Early DeKalb County History" publication. In the 1830's the railroads were begun; and industries such as gristmills,

sawmills, machine shops, furniture factories, and rock quarries were established.

Several towns were incorporated in DeKalb County during the 1800's. The second town to be incorporated following Decatur was the settlement known as Rock Mountain. When it was incorporated in 1839 the settlement was named New Gibraltar but in 1847 was given the name by which it is known today, Stone Mountain. This town is so named because of its proximity to Stone Mountain, the largest solid mass of exposed granite in the world, which rises approximately 600 feet above the land and covers an area of about 563 acres. Stone Mountain is considered the most outstanding landmark in DeKalb and is referred to as the eighth wonder of the world. It is reputed to have been used from earliest times as a meeting place of the Indians. Also, there is a legend that DeSoto spent the winter of 1540 at Stone Mountain with the Chickasaw Indians. Around 1915, a project was begun whereby figures of Confederate leaders Robert E. Lee, Jefferson Davis, and Stonewall Jackson were carved into the side of the granite mountain. The carving is now a main attraction in the area.

The third town to be incorporated was Marthasville in 1845. For some time Marthasville was known as Terminus because the State Road from Chattanooga, the Georgia Railroad from Augusta, and the Western and Atlantic Railroad ended at that point on the Chattahoochee River. Earlier this had been the site of an Indian village and served as a Creek trading post, known as

Standing Peach Tree or Standing Pitch Tree. Marthasville was located in the part of DeKalb County incorporated into a new unit, Fulton County, in 1845. Marthasville was renamed Atlanta and became the county seat of Fulton and the capital of the state of Georgia.

Other towns incorporated during these early years were Lithonia (1856); Doraville (1871), formerly called Cross Keys; Clarkston (1882); Edgewood (1898), which was incorporated into Atlanta in 1909; and Kirkwood (1899), wnich was also later incorporated into Atlanta. In the early 1900's Chamblee was incorporated, as well as Oakhurst and East Lake. Oakhurst was incorporated into Decatur a few years later, and East Lake later gave up its charter. The last two municipalities to be incorporated were Avondale Estates (1927) and Pine Lake (1935).

The western part of DeKalb County was ravaged during the War Between the States. Much of the Battle of Atlanta was fought in DeKalb along Peachtree Creek and the Georgia Railroad. When Atlanta fell, General Sherman launched his famous "March to the Sea" through DeKalb County. After the war, however, the citizens were able to gather their resources and make substantial progress.

Education and religion received early and continuous emphasis in the county; consequently, schools and the churches were plentiful. This fact was borne out again by the findings of this study. The good schools were mentioned repeatedly by the interviewees as an outstanding feature of the county and one that they liked best about DeKalb. The DeKalb County

Academy was the first school in the county. It was established by the General Assembly in November, 1823, and was located in Decatur. Money for operation of the Academy was raised by lotteries. Higher education had its beginning in the county in 1857 with the establishment of the Hannah Moore Female Collegiate Institute. By the early 1900's four major higher educational institutions were operating in DeKalb--Agnes Scott College (an outgrowth of Decatur Female Seminary), Emory University (formerly Emory College), Oglethorpe University, and Columbia Theological Seminary. In 1964 DeKalb Junior College opened its doors. It is the only junior college in Georgia administered by the local board of education.

Numerous churches were organized during the early years. The Macedonia Primitive Baptist Church was organized in 1823 and is believed to be the oldest continuing church of any denomination in the area. Church growth in the county has been a continuous process, and the latest listing of churches in the county provided by the Chamber of Commerce gives the names and addresses of 241 organized churches.

Several DeKalb County citizens have distinguished themselves on the state and national levels. DeKalb produced the first woman to serve in the United States Senate, Mrs. Rebecca Felton. The first DeKalb County representative in the state legislature was James Hicks; and the first senator on the state level was Major J. M. C. Montgomery, one of the earliest white settlers in

the area. Two governors for the state, John B. Gordon and Alfred H. Colquitt, were citizens of DeKalb County.

Until the years following World War II, DeKalb was basically rural and traditional. It was rooted in agriculture, especially dairying. Its proximity to the state capital city of Atlanta, plus its emphasis upon good homes, good schools, and good churches combined to bring many Atlanta employees to DeKalb and to produce the image of "bedroom to Atlanta." The importance of nice homes, good schools, and strong churches is still considered to be an integral part of the "good life" in DeKalb; but there has been an active pursuit, in recent years, to make the county a more diversified community--including more commercial and industrial elements. As one respondent said, "In the past 25 years, DeKalb has moved from an agrarian to a bedroom to a commercial-residential community." Another respondent from a slightly different perspective said, "DeKalb has fast emerged from a rural to an urban to a metropolitan county with a hangover of rural traits and attitudes." The new motto, "Dynamic DeKalb," appears to reflect accurately the reality of DeKalb's changes during the fifties and sixties.

The following section, "DeKalb County Today," which is largely a demographic or census analysis, will detail some of changes and the present situation in DeKalb County, one of the most rapidly growing counties in the United States. Hopefully the analysis of the interview data will further reflect the

present moods and attitudes and will present insight into the probable future of DeKalb County.

C. DeKalb County Today

The available demographic data support the more impressionistic descriptions to follow of DeKalb County as a rapidly growing and expanding county. Unfortunately, the complete 1970 census data are not available at the time of writing. Therefore, this section will deal only with some of the detailed characteristics of the changing population in the last decade. It will present a brief analysis of some of the most recent census and other secondary data that are available.

Since DeKalb County was created in 1822, the first county population census was taken in 1830. At that time the population was 10,042. During the next twenty years the population climbed to 14,328. The formation of Fulton County from DeKalb County in 1853 reduced the DeKalb population. At the next census in 1860 the population was only 7,806. This was the first and until the present time the last decline in population for the county. During the next fifty years, from 1860 to 1910, the county made rapid progress in population growth. The average percentage gain in population from the preceding decade during that period was approximately thirty per cent. During the next four decades, from 1910 to 1950, DeKalb's population growth was even greater. The gains in percentage points for each of the decades was between 55 and 60, except for a gain of 23.7 per cent between

1930 and 1940. The most spectacular decade of growth was between 1950 and 1960 when a gain of 88.3 per cent occurred. During the last decade, from 1960 to 1970, the gain was 61.8 per cent (see Table 2 for these population figures).

It is of interest to note that during the past decade (1960-1970) the United States' gain in population was 13.3 per cent, the South's gain was 14.2 per cent, and the state of Georgia's gain was 16.4 per cent, while DeKalb County's gain was 61.8 per cent.

Considering the municipalities in DeKalb County, Clarkston and Doraville each experienced over 100 per cent gain in population during the past decade (see Table 3). Both Chamblee and Lithonia gained over 35 per cent. More modest growth of approximately 17 per cent and 13 per cent was shown by Pine Lake and the City of Atlanta in DeKalb, respectively. Avondale Estates experienced a growth rate of only 5.4 per cent, and Decatur and Stone Mountain showed declines of 0.4 and 3.9 per cent respectively.

The few detailed characteristics of the 1970 census which are available indicate little change in the age structure of the county's population. The 0-17 year age group declined slightly from 37.5 per cent to 36.3 per cent. The productive age group from 18-64 years of age increased slightly from 57.0 to 58.4 per cent. The proportion of those 65 and over decreased very slightly from 5.6 per cent to 5.3 per cent.

In terms of race, the proportion of whites declined from 91.3 per cent in 1960 to 86.1 in 1970. Conversely, the proportion of

TABLE 2

POPULATION OF DEKALB COUNTY, GEORGIA,
1830-1970

Year	Population	Percentage Change
1830	10,042	
1840	10,467	4.2
1850	14,328	36.9
1860	7,806	-45.5
1870	10,014	28.4
1880	14,497	44.8
1890	17,189	18.6
1900	21,112	22.8
1910	27,881	32.1
1920	44,051	58.0
1930	70,278	59.5
1940	86,942	23.7
1950	136,395	56.9
1960	256,782	88.3
1970	415,387	61.8

Source: U. S. Dept. of Commerce, Bureau of the Census, 1880 Census of Population, Vol. I, p. 55; 1910 Census, Vol. II, p. 346; 1920 Census, Vol. III, p. 211; 1950 Census, Vol. II, Part 11, Table 5, p. 11-9; 1970 Census, Vol. 1, Part 12, Table 35, p. 144.

TABLE 3

POPULATION TRENDS IN NINE MUNICIPALITIES, DEKALB COUNTY, GEORGIA, AND THE UNITED STATES, 1940-1970

Area	Number of Inhabitants				Per Cent Change		
	1940	1950	1960	1970	40-50	50-60	60-70
Avondale Estates	569	1,070	1,646	1,735	88.0	53.8	5.4
Chamblee	1,081	3,445	6,635	9,127	218.7	92.6	37.6
Clarkston	921	1,165	1,524	3,127	26.5	30.8	105.2
Decatur	16,561	21,635	22,026	21,943	30.6	1.8	-0.4
Doraville	300	472	4,437	9,157	57.3	840.0	106.4
Lithonia	1,554	1,538	1,667	2,270	-1.0	8.4	36.2
Pine Lake	88	566	738	866	543.2	30.4	17.3
Stone Mountain	1,408	1,899	1,976	1,899	34.9	4.1	-3.9
City of Atlanta in DeKalb	28,994	37,535	41,332	46,687	29.5	10.1	13.0
DeKalb County	86,942	136,395	256,782	415,387	56.9	88.3	61.8
Georgia	3,123,723	3,444,578	3,943,116	4,589,575	10.3	14.5	16.4
United States	132,164,569	151,325,798	179,323,175	203,184,772	14.5	18.5	13.3

Source: U. S. Dept. of Commerce, Bureau of the Census, 1950 Census of Population, Number of Inhabitants, Georgia, Table 6; 1960 Census, Tables 8 and 10; 1970 Census, Tables 1 and 6.

nonwhites increased from 8.7 to 13.9 per cent during the same period.

Although the 1970 census median income figures are not yet available, the 1960 census indicates that the median family income in DeKalb County was $6,873, compared to the state of Georgia median of $4,208, and the United States median of $5,660. The effective buying income per household in DeKalb in 1969 was $13,023. This was the highest effective buying income per household of any county with a population of over 50,000 in the southeastern United States.

Again, only 1960 data are available on educational levels. At that reporting, however, DeKalb evidenced the highest level of education in the Southeast and one of the highest in the nation. The median years of school completed by persons 25 years old or over in DeKalb was 12.2 years, compared to 9.0 years for Georgia and 10.6 for the United States population. The DeKalb school system included about 80,000 students in 1968. Approximately 88 per cent of the system's students complete high school. This figure is above the national and state averages, which are 75 and 62 per cent respectively.

The proportion of the county population which is classified as farm population has declined from approximately 20 per cent in 1930 to about 0.3 per cent in 1960. In 1960 there were only 786 people out of one-quarter million classified as farm population. Interestingly, the value of all farm products sold in 1960 was

$2,334,005, compared to $2,873,699 in 1944. This maintenance of income reflected both inflation and the intensification of the remaining farm production, which was largely derived from poultry, dairying, and other livestock. This shift to over 90 per cent of the farm income from livestock was reflected in the decline from 17,014 bales of cotton produced in DeKalb in 1917 to 21 bales produced in 1966. In 1900, 86.5 per cent of all the land in DeKalb County was classified as farm land. Only 14.3 per cent was so classified in 1966.

FOOTNOTES

[1]Franklin M. Garrett. Atlanta and Its Environs, II (New York, 1954), p. 108.

[2]Aurelia Austin, "DeKalb Builders," in The Collections of the DeKalb Historical Society, Vol. I, The Year Book--1952 (Decatur, Georgia: DeKalb Historical Society, 1952), p. 1.

[3]Most of the information in the history section is based on information in DeKalb County Chamber of Commerce, "Early DeKalb County History," DeKalb County, October, 1970. (Mimeographed.)

CHAPTER III

THE SOCIAL STRUCTURE OF DEKALB COUNTY, GEORGIA: A DESCRIPTIVE ANALYSIS

> . . .I believe in the beloved community and in the spirit which makes it beloved, and in the communion of all who are, in will and in deed, its members. I see no such community as yet, but nonetheless my rule of life is: Act so as to hasten its coming.
>
> --Josiah Royce

In Chapter II an effort was made to provide a background of information upon which a discussion and analysis of the social structure may be based. The data presented in this chapter are based upon the responses given by a sample of DeKalb's leaders and a random sample of registered voters. As described in Chapter I, the purpose of the interviews was to gain an understanding of the social structure in DeKalb County for better direction in planning for change, as well as for more effective implementation of programs. Hence, this chapter deals with providing a descriptive analysis of the more subjective dimensions which were tapped in the study. The dimensions covered include the community of identity; behavior dispersion patterns in the community; what sort of image the leaders and citizens had of DeKalb County and what they liked best about their county; ratings of services, facilities, and conditions; community needs and problems; community evaluation;

organizational membership; and leadership and organizational structure.

The information and analyses presented in this chapter along with Chapter IV provide a foundation for the everyday operation and planning of community programs by officials, planners, agency or department heads, others involved in community development, and interested citizens.

A. Community of Identity

When representatives of the sponsoring organization of this study first approached faculty members of the University of Georgia to request a community social analysis of DeKalb County, they were asked, "What questions do you hope to find answers for in such a study?" The immediate response was "What do the citizens consider their community?" They went ahead to explain the great difficulty experienced by their organization as well as others in organizing people within the county, implementing programs, gaining support, raising funds, and planning for programs and change without more accurate knowledge about the commitment, loyalty, and behavior of the people they were trying to serve.

As the data presented in the preceding chapter indicate, the population of DeKalb County has increased rapidly in the past few years. New people came from outside the county and built new homes, businesses, and factories largely outside the nine municipalities to the point where the boundary lines between municipalities and the rest of the county and Atlanta became blurred.

Increasingly the county and Atlanta have provided many of the services and facilities used by the growing population. Consequently, the citizens have travelled varying distances to perfrom various behaviors, such as shopping, attending church, making a living, recreating, obtaining medical services, attending school, and securing other services. Associated with this dispersion of residence and behavior, there must surely develop changing views of "what is one's community?" In order to see what units DeKalb Countians identify as their community, the leader respondents and voter respondents were asked to answer this question: "To which of the following do you feel the greatest sense of identity, loyalty, or commitment--Greater Atlanta, the City of Atlanta, DeKalb County, a particular municipality or town in DeKalb, or some other unit? In other words, what do you say is your community?"

The data presented in Table 4 indicate that approximately 51 per cent of the leader respondents and 45 per cent of the voter respondents identified DeKalb as their community. This should be interpreted in view of the fact that about 70 per cent of both leader and voter respondents resided in DeKalb outside of municipalities. Part of the 20 to 25 per cent of the leader and voter respondents who lived outside of municipalities and did not identify with DeKalb helped to make up the 25 to 29 per cent of those who identified with Metropolitan Atlanta. Although approximately 30 per cent of both leader and voter respondents lived inside one of the nine municipalities, only about 17 per cent of the leader

and about 23 per cent of the voter respondents identified a municipality as their community. This means that about 13 per cent of the leader respondents and 7 per cent of the voter respondents lived in municipalities but identified with the larger units of DeKalb County or Metropolitan Atlanta. Less than 1 per cent of the leaders and less than 6 per cent of the voters identified the City of Atlanta as their community. Further examination of Table 4 indicates a slightly greater tendency for the leader respondents to identify with the larger units than for the voter respondents.

TABLE 4

COMMUNITY OF IDENTITY FOR 117 LEADER RESPONDENTS AND 322 VOTER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Type of Respondents	Community of Identity				
	DeKalb County %	Metro Atlanta %	Municipality in DeKalb %	City of Atlanta %	No Answer %
Leaders	51.3	29.1	17.1	0.9	1.7
Voters	45.3	25.2	22.7	5.9	0.9

Note: Table 4 is a summary of the responses to the question: "To which of the following do you feel the greatest sense of identity, loyalty, or commitment--greater Atlanta, the City of Atlanta, DeKalb County, a particular municipality or town in DeKalb, or some other unit? In other words, what do you say is your community?"

These findings do not indicate a clear-cut, strong consensus on community of identity. Yet the majority at this point in time indicate an identification with units larger than the municipality. Although we do not possess data from two or more points in time, one can guess that the sense of identity has been and will continue to shift in the direction of the larger units--DeKalb County and Metropolitan Atlanta. Meanwhile, those charged with organizing and developing programs will continue to have more than average difficulty in deciding how to gain the support of the citizens with their varying loyalties until greater consensus has developed. In some cases multi-approaches may be necessary to gain the support of those identifying with the cities, county, and the metropolitan community.

B. Dispersion of Behavior

As mentioned in the previous section, "Community of Identity," it was felt that along with the rapid economic development and great population influx of persons with varied orientations and interests into the Metropolitan Atlanta area, the citizens of DeKalb County would probably perform many of their behaviors at varying distances from the county. Until recently, DeKalb County has been considered a "bedroom community" for Atlanta, which implies that the county has been used by many of its inhabitants primarily as a place of residence while Atlanta or elsewhere has served as a center for many other

activities. However, DeKalb County itself has grown considerably and has become more diversified in recent years. As a result certain questions arise: How dispersed are the activities of DeKalb's citizens today? That is, how far, geographically, do their activities range from where they live? Do the citizens travel elsewhere for most of their other activities and use their homes in DeKalb primarily as a place to sleep and conduct their family life?

In making the social analysis, questions were included in the interview schedule which provided data for a measurement of how spread out or dispersed certain economic and social behaviors of the respondents were. Ideally, it would be best if a comparison of the present could be made with past behavior dispersion patterns. Such is not available; however, the data gathered and analyzed here provide an indication of current dispersion patterns.

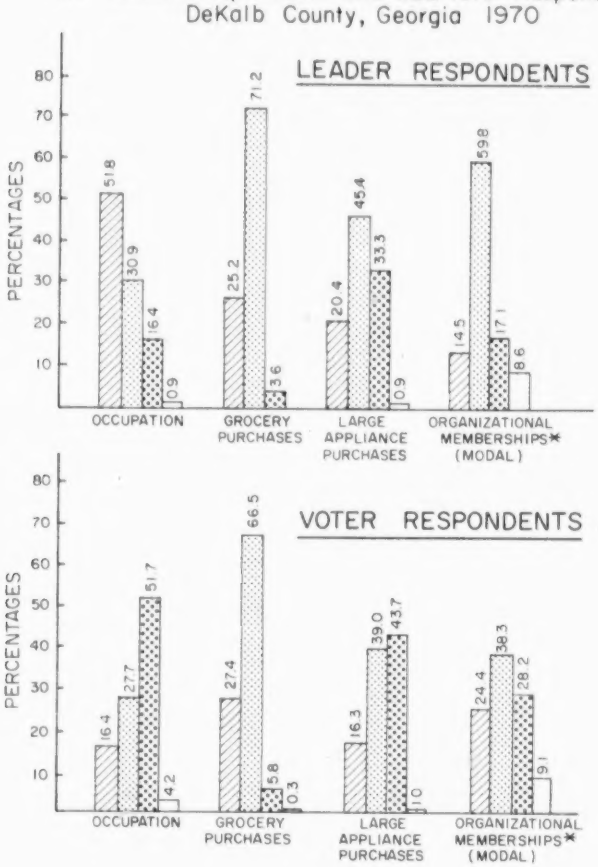
In order to get some measure of behavior dispersion, certain activities were selected to serve as the indicators for measurement. The behaviors chosen in this study for viewing dispersion of behavior were: (1) occupation, (2) grocery buying, (3) purchasing of large appliances, and (4) participation in civic, service, and social organizations (including church membership). Attention is focused on the geographic location of each of these activities. Graphic illustrations of the activities and their locations are provided in Figure 1 for both the leader respondents and the voter respondents.

Figure 1 indicates that 51.8 per cent of the leader respondents worked in municipalities in DeKalb, and 30.9 per cent worked in DeKalb outside of municipalities. Thus, approximately 83 per cent of the leader respondents worked inside of DeKalb including its municipalities, while only about 17 per cent worked outside of the county, largely in other metropolitan counties. On the other hand, as indicated in Figure 1, only 16.4 per cent of the voter sample were employed in municipalities in DeKalb, and 27.7 per cent worked in DeKalb outside of municipalities. Thus, a total of 44 per cent of the voter respondents worked inside the county including its municipalities, compared to 83 per cent of the leader respondents. Conversely, 17 per cent of the leader respondents worked outside the county, compared to 56 per cent of the voter respondents.

The greater tendency of the leaders, as compared with the voters, to work inside of their community is not surprising. First, the leader respondents were more likely to be "home grown" than were the voter respondents, a condition which provides a better opportunity to "grow into" the business and other work opportunities in the community. Also, persons are more likely to become leaders if they have certain key occupational positions within the community.[1] Finally, part of the methodology used in the selection of leader respondents involved the selection of persons who occupied selected key occupational positions in the county.

Grocery buying was done largely within DeKalb County by

FIGURE I. Dispersion of Selected Activities for 117 Leader Respondents and 322 Voter Respondents, DeKalb County, Georgia 1970



DISPERSION KEY

- Municipality in DeKalb County
- DeKalb County Outside Municipalities
- Metropolitan Atlanta (Includes Clayton, Cobb, Fulton, and Gwinnett Counties; excludes DeKalb County)
- Beyond Metropolitan Atlanta

* The location of organizations pertains to the membership coverage area rather than to the specific geographic locations of the organizations' meeting places. The percentages indicated for voters are based on the 287 of the 322 voter respondents who indicated organizational memberships.

both leader respondents (96.4 per cent) and voter respondents (93.9 per cent). Of the leaders and voters who said they generally bought groceries within the county, over twice as many purchased groceries outside of municipalities as inside of municipalities.

Large appliances were purchased within the county by over half of the leaders (65.8 per cent) as well as the voters (55.3 per cent). However, a relatively large percentage of both respondent groups tended to go elsewhere in Metropolitan Atlanta to make large appliance purchases. Thirty-three per cent of the leaders and nearly 44 per cent of the voters indicated that the majority of their large appliance purchases were made in other metropolitan counties.

Since the respondents belonged to varying combinations of municipal, county, area, state, and national organizations, it was decided that each respondent would be classified by the area or level into which most of his memberships fell (the mode). It should also be pointed out that the location of each membership was based upon the "coverage area" of membership rather than upon the location of the organization's meeting place. This procedure was followed because the primary concern in our analysis was with the dispersion of "social relationships" rather than the geographic location of the meeting place.

Looking at the data in Figure 1 which pertain to organizational membership, one sees that 14.5 per cent of the leader respondents and 24.4 per cent of the voters had most of

their memberships in a municipality in DeKalb, while nearly 60 per cent of the leaders and about 38 per cent of the voters belonged mainly to county-wide organizations. About 17 per cent of the leader respondents and 28 per cent of the voter respondents belonged mostly to Metropolitan Atlanta organizations. Approximately 9 per cent of both groups belonged mainly to organizations with a membership coverage area that extended beyond the metropolitan area.

In the preceding paragraphs, a description has been made of the dispersion of four selected activities of the leader and voter respondents--occupation, grocery purchases, appliance purchases, and organizational memberships. In addition to viewing behavior dispersion in the above manner, a scoring procedure was developed for this social analysis which provided an overall score for the combined dispersion of the various types of behavior for each respondent in relation to his place of residence.[2] This general or composite score was based on the proportion of one's actual behavior dispersion to one's total possible dispersion score. The scores were classified as indicating a low dispersion, medium dispersion, or high dispersion of behavior. The data in Table 5 indicate the percentages of leader respondents and voter respondents who were classified as having low, medium, and high scores in overall dispersion.

The percentage figures in Table 5 indicate that when overall behavior dispersion patterns of the leader and voter

TABLE 5

DISPERSION OF BEHAVIOR OF LEADER AND VOTER RESPONDENTS BY PERCENTAGES, DEKALB COUNTY, GEORGIA, 1970

Respondent Sample	Degree of Behavior Dispersion			
	Low Dispersion %	Medium Dispersion %	High Dispersion %	Total %
Leaders	32.5	44.4	23.1	100.0
Voters	30.7	37.9	31.4	100.0

respondents are compared, there is little difference between the two respondent groups. The selected behaviors of the voter respondents tended to be slightly more dispersed, i.e., to range more widely, than did the behaviors of the leader respondents, although the difference is relatively insignificant.[3] These findings indicate that the majority of the activities used to measure behavior dispersion tend to take place within DeKalb County. In order for one to have been considered as having a "high dispersion" of behavior, he had to have at least two, and in most cases more than two, activities in a geographic unit other than that where he resided. Since 76.9 per cent of the leader respondents and 68.6 per cent of the voter respondents scored low or medium in behavior dispersion, it has been concluded that the behavior dispersion of the majority of both the leader and the voter respondents was not great for the behaviors

studied. It appears, therefore, that in its diversification process in recent years, DeKalb County has become more than a "bedroom community." Many people still commute beyond the boundary lines of the county for their occupational pursuits; but the majority of their activities, at least those studied here, tended to occur within DeKalb County.

It would be interesting, if it were possible, to compare the dispersion of behavior in DeKalb County at two or more points in time in order to establish the direction and rate of change in dispersion of behavior. Without the benefit of such comparisons in time, however, we believe that the diversification presently taking place in DeKalb County is leading to less dispersion of behavior and should ultimately lead to a greater integration of the social organization and leadership of the community.

C. Community Image

> The ultimate measure of a community is not the form and nature of its physical structures and resources, but the quality of life of its people.

The development and change within a community are, in part, dependent upon the images the citizens and leaders have of their community. This image, in turn, is greatly influenced by the historical process of the community's development and the present conditions of life there.

In the historical section it was pointed out that early in its history rural DeKalb County and the county seat, Decatur, placed emphasis upon the quality of their schools, churches, and

homes. This emphasis, plus the proximity to Atlanta and the tendency for the higher socio-economic classes to retreat from the central city areas, produced a selective process in the migration patterns into DeKalb County. Many people who could afford and desired to live and rear their families in better homes and with access to better schools and churches tended to move into DeKalb County. Hence, one would expect that the traditional emphasis would be reinforced. With the influx of new citizens with higher than average incomes, one would also expect the demand for more service and shopping facilities and, ultimately, a more complete community.

After reading the history and the latest census data concerning DeKalb County, an empathetic or insightful person should be able to guess how the citizens would view their community. However, it was considered more appropriate to ask the leaders and sample of voters what they thought about DeKalb County. They were asked, "What are DeKalb County's characteristics or how is DeKalb different?" There was a tendency for the majority of the respondents to start by describing the characteristics which they liked about their community, and to finally get around to the negative aspects. Interpreting responses to open-ended questions is very difficult in that different respondents express themselves in many ways regarding the same point. Also, from their different perspectives they often express exactly opposite sentiments. Though great effort was made to pick the dominant themes expressed, no one leader or voter would be expected to see his community exactly as

described in the composite portrait developed from the responses of the 117 leaders and 322 voters interviewed.

The respondents still see DeKalb in comparison to other counties as a place with emphasis on quality education at both the public school and higher education levels. They still see the county as a good residential or family community with a declining image as a bedroom to Atlanta. Often the respondents mentioned the county as being attractive, beautiful, or clean. In many ways, the interviewees mentioned the high caliber of people. They were described as educated, affluent, and of higher class. Another dominant theme was that DeKalb was experiencing rapid growth and change that is reflected in the promotional concept "Dynamic DeKalb." Associated with this rapid growth and change was the view that a large proportion of the citizens and leaders were progressive in attitudes. Also related to the growth was the county's fortunate proximity to Atlanta. Many saw their location as providing the opportunities and advantages of the big city while retaining the mark of the small town and residential atmosphere. Associated with the rapid change was the view that DeKalb was becoming a balanced or mixed community with a continuation of, but some threats to, its residential qualities, and with increasing commercialization and industrialization. The latter were viewed as mixed blessings--bringing with them job opportunities and a broader tax base but also more traffic, crowded schools, threatened neighborhoods, and an increasing demand for services. In spite of many complaints, there still remained a tendency to see their

governmental services as better than average. Several respondents described the county as being characterized by an abundance of good churches. However, in our increasingly secular society, it was not surprising that no great emphasis was placed here. Fewer voter respondents mentioned good churches than convenient shopping centers.

On the more negative side, the emphasis emerged around the general description of growing pains resulting from the population explosion and rapid economic development with increasing traffic, crowding of schools, higher taxes, inability to keep up with certain services, and conflict of interest on how fast and in what direction the community should develop. The second major negative theme was factionalism. Rapid growth and economic diversification inevitably lead to greater conflict of interest and competition. In addition, the residual rural, farming, and small-town population mixed with the "old line" urban residents of the county and with the heterogeneous migrants from outside of the county are expected to vary greatly in their basic attitudes and philosophies. The respondents exhibited, complained about, and praised a range of attitudes from rural to cosmopolitan, from conservative to liberal.

After the respondents were asked to describe DeKalb as they saw it, they were asked, "What do you especially like about DeKalb County as a whole?" The responses to this question were similar, with some variation, to the positive responses given when the respondents were asked to describe the characteristics of DeKalb

County. What the leader respondents and the voter respondents especially liked are indicated in Table 6 in the order of the number of times they were mentioned.

TABLE 6

WHAT LEADER AND VOTER RESPONDENTS LIKED BEST ABOUT DEKALB COUNTY, GEORGIA, 1970

Leader Rank	Likes	Voter Rank
1	Good Public Schools	1
2	Proximity to Atlanta	3
3	Caliber of People (education, class, income)	9
4	Good Residential/Family Community	2
5	Good Services	5
6	Progressive Spirit	8
7	Rapid Growth and Change	19
12	Good Churches	--
13	Beautiful/Attractive/Clean Community	4
27	Good/Convenient Shopping Facilities	6
28	Good Police Protection	7

The leader respondents and the voter respondents appeared to be in agreement or near agreement on especially liking the following as attributes of DeKalb: good schools, proximity to Atlanta,

good residential or family community, good services, and a progressive spirit. The leader respondents tended to mention more often, proportionately, their liking for the caliber of the people, rapid growth and change, and good churches. On the other hand, the voter respondents mentioned proportionately more times liking DeKalb's beauty, attractiveness, cleanliness; its good or convenient shopping centers; and its good police protection.

In the following section, a total evaluative view is made which describes the leader and voter respondents' ratings of selected services, conditions, and facilities of DeKalb County. A later section on the "needs and problems" of the county will emphasize the negative views and aspirations that respondents have for DeKalb.

D. Ratings of Community Services, Conditions, and Facilities

The preceding section described how the leader and voter respondents characterized their county and what they especially liked about it. These open-ended questions, without pre-structured responses, were designed so they would not bias or focus the respondents' attention, but rather would encourage them to say spontaneously what was on their minds.

This section was designed to focus the interviewee's attention more narrowly upon 45 selected services, conditions, and facilities which the researchers in conjunction with representatives of the sponsoring organization thought to be important. Each respondent was asked to rate the 45 different services, conditions, and

facilities on a uniform five-point scale from excellent through good, fair, poor, and very poor. These ratings were scored 1, 2, 3, 4, and 5, respectively. The average ratings were computed and are given in Table 7. These ratings, combined with the next section on needs and problems, should provide some basic guidelines for use in planning and directing change and development in DeKalb in the seventies.

In considering the results of the ratings, it should be recognized that the aim is not to make an accurate, objective, scientific measurement of quality, based on some set of uniform standards. Instead, the aim is to provide "social facts"; that is, to provide a measurement about how two segments of the population feel about certain public services and facilities in their community. The importance of understanding these social facts or feelings is that people are motivated to act more on the basis of their beliefs and feelings than on the basis of objective reality.

Considering first the ratings of leaders only, the data in Table 7 indicate that the leaders rated eleven of the forty-five items good or better (2.0 and above). Those items with ratings approaching excellent were water quality, the public school program, public school building and facilities, middle and upper income housing, quality of hospital services, and job opportunities for adults. Rated good were appearance of residential areas, vocational training beyond high schools, fire protection, acceptance of newcomers, and appearance of industrial areas. An

TABLE 7

AVERAGE RATINGS OF SERVICES, CONDITIONS, AND FACILITIES BY LEADER AND VOTER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Service or Condition	Average Rating*	
	Leaders	Voters
Water Quality	1.6	1.8
Public School Program	1.6	1.9
Public School Building and Facilities	1.6	2.1
Housing for Middle and Upper Classes	1.8	1.9
Quality of Hospital Service	1.8	2.2
Job Opportunities for Adults	1.9	2.2
Appearance in Residential Areas	2.0	2.1
Vocational Training Beyond High School	2.0	2.4
Fire Protection	2.0	2.2
Acceptance of Newcomers	2.0	2.1
Appearance of Industrial Areas	2.0	2.3
Integration of Schools	2.1	2.5
General Sanitation	2.2	2.3
Highway System	2.2	2.3
Pest Control	2.3	2.5
Job Opportunities for Teenagers	2.4	2.6
Welfare Services	2.4	2.5
Law Enforcement and Police Protection	2.4	2.5
Negro-White Relations	2.4	2.5
Availability of Family Services	2.5	2.7
Vocational Training in High School	2.5	2.9
Cultural Opportunities	2.5	2.7
Cooperation in County Improvement	2.5	2.9
Appearance of Business District	2.5	2.4
Parking in Business Districts	2.6	2.7
Court Services	2.6	2.7
Family Service Agencies	2.7	2.6
Cooperation between County and Cities	2.7	2.9
Sewage Disposal	2.8	2.5
Quantity of Hospital Service	2.8	3.0
Juvenile Delinquency Program	2.8	3.0
Enforcement of Housing Codes	2.8	3.1
Acceptance of Change	2.8	2.7
Street Conditions	2.9	3.0
Recreation for Children	3.0	3.1
Recreation for Families	3.0	3.0
County-wide Planning	3.0	3.7
Recreation for Adults	3.1	3.1
Traffic Conditions	3.1	3.5
Recreation for Teenagers	3.2	3.4
Air Pollution Control	3.2	3.4
Garbage Disposal	3.3	3.3
Garbage Collection	3.4	3.1
Availability of Public Transportation	3.6	3.7
Housing for Lower Classes	3.9	3.6

*Ratings: Excellent=1, Good=2, Fair=3, Poor=4, Very Poor=5.

additional thirteen services, facilities, or conditions received average ratings approaching good (2.5 to 2.1).

Beginning at the lowest end of the scale and moving up, the poorest ratings given by leaders concerned housing for lower income persons and availability of public transportation. Other factors rating below fair were garbage collection and disposal; air pollution control; recreation for children, teenagers, adults, and families; traffic conditions; and county-wide planning.

The ratings of the services, facilities, and conditions given by the random sample of voters were similar in rank order to those given by leaders. In most cases, however, the ratings were slightly lower. In only one case does the difference in average ratings exceed five-tenths of one point. The leaders gave an average rating of fair (3.0) to county-wide planning, while the voters rated this as near poor (3.7). There were six services, conditions, or facilities for which voters' ratings averaged higher than the leaders' ratings; but the difference in each case was three-tenths of a point or less. An analysis of the findings suggests that the differences between the average ratings of the leaders and the voter sample is so small that the differences are, in most cases, actually insignificant.

Each respondent was asked only to rate the services, conditions, or facilities mentioned. However, any comments made spontaneously by the respondents which might give insights into a particular service, condition, or facility were recorded by the

interviewer. Few of the voter respondents made spontaneous comments. Several leaders, however, did make such comments; and these were later tabulated.

Over half of the leader respondents made a spontaneous comment when asked to rate the juvenile delinquency program. The comments in nearly every case were to the effect that "The personnel are doing a good job, but there is not enough money or facilities." Consequently, while the service was given a rating of almost fair (2.8) by the leaders, the rating reflected a criticism of the lack of public support in making available needed additional personnel and facilities rather than a criticism of the personnel and how well the program was being operated considering the funds and facilities available.

The rating of law enforcement and police protection services also brought many comments. Feelings were mixed, but in most cases the opinion was voiced that the service is "good for the number of policemen, but there are not enough men on the force to do an adequate job."

Several leader respondents also pointed out that air pollution control is nonexistent in DeKalb County. Therefore, many either did not attempt to give a rating for that service, or they gave it a low rating as an indication that there is no air pollution control.

Court services, county planning and zoning, and parking in business districts also provoked comments as services, conditions, and facilities were being ranked. Typical of the comments

regarding court services was: "The courts are overloaded, but the problems in the DeKalb Courts reflect a nationwide picture of these services." Mixed feelings were expressed concerning the zoning and planning for DeKalb. Some indicated that it is improving, yet others expressed the opinion that there is a definite need for better and fairer zoning practices. Finally, the leaders pointed out that it was difficult to give an overall rating for the county on the parking situation in business districts. They said the parking situation was very poor in Decatur but excellent in the shopping centers where much business in the county was conducted.

E. Community Needs and Problems

This section of the DeKalb study is included in an attempt to determine more specifically the needs and problems as seen by both leader respondents and voter respondents. Each respondent was asked, "What are the five most important things which need to be done to make DeKalb County a better place in which to live?" They were then asked to rank in order of importance the needs or problems which they had mentioned. This ranking permitted the computation of weighted scores for each need stated. That is, each need ranked first, second, third, fourth, fifth, or lower was given a score of 6, 5, 4, 3, 2, or 1, respectively. The individual scores were then added to give the total weighted score for each need mentioned.

Although the services and facilities rated as poor in the

preceding section are usually named as important needs or problems, this is not always the case. Some service may be poor or nonexistent in a community but still may not be viewed as an important need relative to other needs.

An overview of the way in which the needs and problems of DeKalb County have been tabulated for this social analysis seems appropriate at this point. Tables 8, 9, and 10 included in this section and Tables A, B, C, and D located in Appendix A present the needs and problems of DeKalb in various ways; and these tables should be studied in relation to each other. The purpose of presenting the same needs and problems in different ways is that each perspective is useful for a particular level and type of planning. An explanation of the varying perspectives provided by the tables and of how each can be utilized follows.

First, all of the specific needs mentioned by both leader and voter respondents were grouped into eleven broad need areas. These need areas were then ranked in order by their weighted scores. This broadest of views is presented in Table 8. Second, Table 9 presents the top specific needs (usually five in number) in rank order of importance for each of the eleven need areas given in Table 8. For the reader who is interested in a complete listing of the specific needs and their weighted scores, Tables A and B are included in Appendix A. Table A in the appendix lists, according to need area, all of the specific needs which received weighted scores of six or more as indicated by the leader respondents. Table B provides the same information for

voter respondents. These two tables should be of value for planning in specialized areas. Third, in Table 10 the overall top twenty specific needs are listed in rank order by their weighted scores. This list cuts across all of the need areas; hence, it is especially useful for broad community planning. Again, for detailed planning, the reader and planner are referred to Appendix A for tables with complete listings in rank order of the specific needs that had weighted scores of six or more. Table C lists 67 specific needs that were cited by the leader respondents, and Table D shows 80 specific needs that were mentioned by the voter respondents. In addition, Table E is included in the appendix to offer a comparison of the needs of DeKalb County with those of three large and three small Georgia communities.

Need Areas. All of the 147 specific needs mentioned by the leader and voter respondents were categorized according to eleven broad need areas. These need areas were then ranked in order of total weighted score. Table 8 presents this rank ordering of need areas.

When the needs are categorized by need areas, the differences between the rankings by leader and voter respondents are fewer than might be expected. In fact, both groups agreed upon the top six need areas, with only slight differences in the specific rank order. These top six need areas were "governmental-political," "public services and utilities," "transportation," "planning and zoning," "education," and "health and welfare." The

classification and ranking of broad need areas should aid local groups in selecting problem areas for depth surveys and for the organization of study groups.

TABLE 8

RANK ORDER OF NEED AREAS CITED BY LEADER AND VOTER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Rank		
Leaders	Voters	Need Areas
1	2	Governmental-Political
2	1	Public Services and Utilities
3	3	Transportation
4	5	Planning and Zoning
5	4	Education
6	6	Health and Welfare
7	10	Relationships and Attitudes
8	7	Recreation
9	8	Housing and Urban Renewal
10	9	Economic
11	11	Religious and Moral

Note: See Tables A and B in Appendix A for the weighted scores upon which the rank orders of this table were established.

TABLE 9

RANK ORDER OF THE TOP NEEDS IN ELEVEN NEED AREAS
AS CITED BY LEADERS AND VOTERS,
DEKALB COUNTY, GEORGIA, 1970

Leader Rank	Need Area	Voter Rank
	Governmental-Political	
1	Reform of Governmental Structure	2
2	Tax Reforms	1
3	Communication/Unity Between Officials and People	5
4	Less Political Factionalism	8
9	Efficiency/Economy in Government	3
	Services and Utilities	
1	Improve Garbage and Trash Collection	1
2	Improve/Extend Sewage Facilities	4
3	Improve/Extend Governmental Services	8
4	Increase Police Protection	2
-	Upgrade Police Pay/Training/Facilities	3
	Transportation	
1	Better Public Transportation	3
2	Improve/Maintain Streets and Highways	1
3	Build More Streets and Highways	5
4	Improve Traffic Flow	2
5	More/Better Sidewalks	4
	Planning and Zoning	
1	Develop/Improve Comprehensive/Long Range Plan	3
2	Improve Zoning	1
3	Beautify Downtown Areas	4
-	Less Apartment Zoning/Construction	2
	Education	
1	Improve/Maintain Quality Education	1
2	Expand Kindergarten/Day Care	3
3	More Revenue for Schools	4
4	Drug Control/Education in Schools	11
-	Changes in Organization/Administration	2
	Health and Welfare	
1	Control Pollution of Environment	1
2	Additional Hospitals (South DeKalb)	4
3	Improve Health Services/Facilities	8
8	Enforcement of Leash Law	2
-	Improve Ambulance/Emergency Hospital Care	3

TABLE 9 (continued)

Leader Rank	Need Area	Voter Rank
	Relationship and Attitude	
1	Increase Community Pride/Spirit	8
2	Better Race Relations, Communication	1
3	More Confidence in Leaders	-
-	Better Communication/Coordination in Community	2
-	More Broad-mindedness	3
	Recreational	
1	Improve/Expand Recreational Programs/Facilities	1
2	More/Improved Parks, Playgrounds, and Open Space	2
	Housing	
1	More Low Income Housing	3
2	More Moderate Income Housing	-
-	Reduce Apartment Building	1
4	Redevelopment of Poor Housing Areas	2
	Economic	
1	More Quality Industry	4
2	More Employment Opportunities	3
-	Improve Planning for Commercial/Industrial Growth	1
-	Slow Down Industrial Growth	2
	Religious or Moral	
1	More Morally Concerned Public	-
-	Spiritual Awakening	1

Note: See Tables A and B in Appendix A for the weighted scores upon which the rank orders of this table were established.

Top Specific Needs by Areas. Table 9 indicates the top (usually five) specific needs in each of the broad need areas presented in Table 8 above. Table 9 should be especially useful in helping community groups and organizations to set priorities for improving their community over a broad range of areas (see Tables A and B in Appendix A for all of the specific needs under each need area).

Overall Top Twenty Specific Needs. For the convenience of the reader and planner, the top twenty specific needs indicated by both the leader respondents and the voter respondents (a total of twenty-seven needs considering overlap) are given in Table 10. This table, identifying the top specific needs in DeKalb County as seen by leaders and voters, is perhaps the most important table in this publication from the standpoint of helping the citizens and leaders to select priorities and goals for continuing community improvement. While there were only slight variations in the rank order of the need areas as seen by the leader and voter respondents, there was much greater variation of the rank orders of the specific needs as seen by the two samples.

The greatest agreement between the leaders and voters in the rank order of the specific needs was in the ranking of "improve garbage and trash collection"; "tax reforms"; "improve zoning"; "more or improved parks, playgrounds, and open space"; and "build more streets and highways." The top five specific needs as indicated by leader respondents were, in rank order, "reform governmental structure," "improve garbage and trash collection,"

TABLE 10

WEIGHTED RANK ORDER OF THE TOP TWENTY* SPECIFIC NEEDS CITED BY LEADER RESPONDENTS AND THE TOP TWENTY SPECIFIC NEEDS CITED BY VOTER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Rank Order		Needs
Leaders	Voters	
1	11	Reform Governmental Structure (general, consolidation, manager form, merger)
2	1	Improve Garbage and Trash Collection
2	14	Develop/Improve Comprehensive/Long-range Plan
4	9	Better Public Transportation (rapid transit)
5	2	Tax Reforms (general, broader base, lower, increase, equitable)
6	5	Improve Zoning (stable, consistent, enforcement, protect residential areas)
7	15	Control Pollution of Environment (general, stream, air)
8	19	Improve/Extend Sewage Facilities
9	22	Communication/Unity between Officials and People
10	3	Improve/Maintain Streets and Highways
11	4	Improve/Maintain Quality Education (general, space, facilities)
12	6	Improve/Expand Recreational Programs/ Facilities (general, youth)
13	37	Improve/Extend Governmental Services
14	75	Increase Community Pride, Spirit, and Cohesiveness
15	33	Less Political Factionalism
16	21	Expand Public Kindergarten/Day Care Centers
17	7	Increase Police Protection
18	16	More/Improved Parks, Playgrounds, Open Spaces
19	23	Build More Streets/Highways
20	33	Additional Juvenile Delinquency Facilities/ Services
26	8	Improve Traffic Flow
47	10	Upgrade Police with More (Pay/Training)
36	13	Efficiency/Economy in Government
--	11	Less Apartment Zoning and Construction
27**	17**	Legalize Sale of Alcoholic Beverages
34	18	More/Better Sidewalks
--	19	Change Organization/Administration of Schools

*The top twenty needs cited by the leaders and the top twenty cited by the voters total, considering overlap, twenty-seven specific needs.

**The rank of 27 given by leaders was based on responses from all 117 leaders. However, the rank of 17 given by the voter respondents was based upon only the first 58 of the 322 voters interviewed.

"develop or improve comprehensive long-range planning," "better public transportation," and "tax reforms." The top five specific needs according to the voter respondents were "improve garbage and trash collection," "tax reforms," "improve or maintain streets and highways," "improve or maintain quality education," and "improve zoning."

F. Evaluation of DeKalb County

The preceding sections of this chapter have been concerned with varying views and evaluations of certain aspects of DeKalb County. Leaders and voters were asked what they saw as different about DeKalb and what they especially liked about the county. They were also asked to rate from excellent to very poor a selection of services, conditions, and facilities. They were asked to name the most important needs and problems of DeKalb. The respondents in DeKalb as in any community indicated both strengths and problems in their community. In spite of these good points and features which need improving, how does DeKalb County rate overall when compared with other communities? In an attempt to elicit such an evaluation, each respondent was asked the question, "As a place to live compared with other communities, how would you rate DeKalb County--much above average, above average, about average, below average, or much below average?"

The figures in Table 11 give the percentages of responses for each type of evaluation made by the leader and voter

respondents. Over one-half (54 per cent) of the leaders considered DeKalb County as "much above average." Another 37 per cent rated the county "above average" making a total of about 90 per cent of the leader respondents who rated their county better than average. Moreover, approximately one-fourth (24 per cent) of the voter respondents saw their county as "much above average," and 57 per cent gave ratings of "above average." So in spite of the problems and needs mentioned, 90 per cent of the leaders and 80 per cent of the voters rated DeKalb County better than average as compared with other communities.

TABLE 11

EVALUATION OF DEKALB COUNTY AS A COMMUNITY BY 117 LEADERS AND 303 VOTER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Type of Respondents	Evaluation				
	Much Above Average %	Above Average %	About Average %	Below Average %	Much Below Average %
Leaders	53.8	36.8	6.8	1.7	0.9
Voters	23.7	57.1	18.5	0.7	0.0

Analyses were also made to see whether the respondents' evaluations of DeKalb County were related to either their place of residence or their community of identity. It was found that these factors had little effect on the overall evaluations given of the county.

C. Organizational Participation

This section is concerned with the number of leader and voter respondents who did or did not have memberships in church and in non-church organizations. In an effort to gain insights into the type of organizational participation of DeKalbites, each respondent was asked to name any organizations, including church, to which he belonged. The responses to the question were tabulated and are presented in Table 12. The data indicate that all of the 117 leader respondents had organizational memberships and all belonged to an organization other than church. Eighty-eight per cent of the leaders belonged to both a church and at least one non-church organization, while the remaining 12 per cent had memberships in non-church organizations only and did not belong to a church. In contrast to the leaders, there were 11 per cent of the voter respondents who had no organizational memberships at all, church or non-church; and there were 28 per cent of the voters who belonged only to a church. Hence, 39 per cent of the voters had limited or no organizational participation. On the other hand, over half of the voters (54 per cent) had memberships in both a church and at least one non-church organization; and 7 per cent belonged only to non-church organizations.

In order for these figures to be meaningful, they must be viewed in relation to findings in other studies. First, leaders are traditionally more active in community organizations than are non-leaders, so it is not surprising that all of the 117 leader respondents were members of at least one organization other than

their churches. In order to become a community leader, one generally must participate in community organizations that have members whose interests are varied.[4]

TABLE 12

PERCENTAGE OF ORGANIZATIONAL PARTICIPATION FOR LEADER RESPONDENTS AND VOTER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Organization Type	Leaders %	Voters %
No Church or Non-Church Memberships	0	11
Church Membership Only	0	28
Non-Church Memberships Only	12	7
Both Church and Non-Church Memberships	88	54
TOTAL PERCENTAGE	100	100
TOTAL NUMBER	(117)	(322)

Second, the percentages of voter respondents with no memberships and those with only a church membership are relatively low and typical of urbanized communities. The figures in a study made in a rural Alabama town illustrate this point. Thirty-five per cent of the respondents in the rural setting had no active organizational membership, and 58 per cent reported membership in religious organizations alone. Only 16 per cent claimed active memberships in secular organizations.[5]

It appears that the historical importance of churches in DeKalb has continued, but the relatively high percentage of

non-church memberships reflect some other social characteristics of the county. DeKalb County was described in Chapter II as being a large, heterogeneous urban community. Also, its residents were depicted as being relatively well-educated, affluent, and as having generally high-level occupational statuses. Studies have shown that as social class and status positions increase in a community, the proportion of persons participating in organizations also increases.[6] In addition, the larger and more heterogeneous a community, the more organized one's life is likely to become.[7] Hence, the relatively large percentage (61 per cent total) of voter respondents who participated in secular or non-religious organizations is to be expected.

The high proportion of leaders and voters who participated in church and non-religious organizations in DeKalb County indicate the need for emphasis on relating to organizations in community improvement activities.

II. Leadership and Organizational Structure

> Not houses finely roofed or the stonewalls well-built, nay nor canals and dockyards make the city, but men able to use their opportunity.
>
> --Alcaeus (611-580 B.C.)

It has been said that the greatest resource of a community is its people. However, more is needed than the sum total of the knowledge, skills, and energies of all the people in a community to make it effective. The effectiveness of a community in terms of its ability to adjust to the changing environment depends also

upon how the knowledge, skills, and energies are organized or harnessed to set goals and to accomplish the agreed-upon community goals. In other words, the "achieving community" has organized leadership; that is, it has individual leaders and followers from the many special interest areas, linked together in some organizational framework. In addition, through trial and error they have forged out rules of fair play for debate, competition, and compromise.

> If the preceding analysis is accurate, the nature of an adaptive community is not one with complete harmony and consensus, but one whose specialized leaders and group representatives realize that their interdependency requires an organized approach to compromise and a system of conflict management. Furthermore, the need for an organized or patterned leadership structure for controlling competition and conflict becomes greater as the community grows larger, more complex, and more interdependent.[8]

Those who are concerned with developing and improving their community should be able to answer such questions as: (1) Which institutional and occupational groups are represented in community decision making? (2) What degree of consensus is there upon who the key influentials are in the community? (3) What factors account for the lack of consensus? (4) What are the personal characteristics of the key influentials? (5) What is the geographic distribution of the leadership? (6) What is the basic orientation of the key influentials? (7) Is there coordination and communication among the leaders of the various groups? (8) Which formal and informal groups are provided for the control of competition and conflict due to specialized interests? (9) How organized is

the leadership in the community? (10) I. the leadership concentrated in the hands of a few or is it spread out?

In order to gain some insight into these leadership characteristics and structure in DeKalb County, the respondents were asked:

> Would you please name six or more people whom you consider to have the most influence on what happens in DeKalb County. Please name the most influential leaders regardless of whether or not you approve of the way they use their power. (See Appendix B.)

The responses given to this question by the 117 leaders were tabulated two ways for different perspectives on DeKalb's leadership structure. First, after the nominations were tabulated and put into rank order by number of times mentioned, a summary was made of the institutional-occupational affiliations of the 59 persons who were nominated two or more times. This permitted a comparison with similar tabulations of six other Georgia community studies in which only leader respondents were interviewed. This comparison is presented in Table 13.

The 59 persons named two or more times by the leader sample compares to 41 so nominated in rural Oglethorpe County and 60 in metropolitan Savannah-Chatham County. Of the 59 individuals nominated two or more times in DeKalb, the largest proportions came from the "business and industry" sector and the "political-governmental" sector. Each of the sectors was represented by 34 per cent of the nominated influentials. These sectors were followed in representation by the "fee-taking professionals" with 13 per cent, "education" with 7 per cent, "religion" with 7 per cent,

TABLE 13

PERCENTAGE OF REPUTATIONAL LEADERS BY PRIMARY INSTITUTIONAL-OCCUPATIONAL AFFILIATION NAMED BY POSITIONAL-REPUTATIONAL LEADERS IN SEVEN GEORGIA COMMUNITIES*

Institutional-Occupational Area	Per Cent							
	DeKalb County	Savannah Chatham County	Macon Bibb County	Augusta Richmond County	Athens Clarke County	Dublin Laurens County	Oglethorpe County	Average Per Cent
Bus. and Ind.	34	71	50	45	38	45	39	46
Polit.-Govt.[1]	34	10	11	19	29	17	27	21
Full-time[2]	(24)	(7)	(9)	(11)	(12)	(9)	(12)	(12)
Part-time[3]	(10)	(3)	(2)	(8)	(17)	(8)	(15)	(9)
Professions[4]	13	10	23	8	7	17	7	12
Education[5]	7	2	5	2	14	0	5	5
Civic/Service[6]	2	7	2	9	5	2	5	4
Communications	3	0	4	11	5	0	2	4
Religion	7	0	5	6	2	4	5	4
Farming	0	0	0	0	0	15	10	4
Labor	0	0	0	0	0	0	0	0
TOTALS	100	100	100	100	100	100	100	100
No. of Cases	59	60	54	53	42	53	41	

TABLE 13 (FOOTNOTES)

*The seven Georgia communities and their 1965 estimated populations were: DeKalb County, 350,400; Savannah-Chatham County, 217,014; Macon-Bibb County, 162,322; Augusta-Richmond County, 153,555; Athens-Clarke County, 52,905; Dublin-Laurens County, 32,740; and Lexington-Oglethorpe County, 7,028.

[1]Political-Governmental includes both elected officeholders and appointed governmental-agency personnel.

[2]Full-time political-governmental officeholders include those positions which are considered full-time employment such as sheriffs, judges, school superintendents, directors of agencies, full-time mayors, etc.

[3]Part-time political-governmental officeholders include those who perform full-time employment elsewhere. These include such positions as city councilman, part-time mayors, and county commissioners.

[4]Professionals include the fee-taking professionals such as doctors, lawyers, and engineers, but exclude educators and clergymen as separate classes of professionals.

[5]Education excludes the elected officeholders such as elected school superintendents. These are classified under political-governmental.

[6]This category includes largely civic, social, and service types, such as housewife-civic leaders and directors of service and social organizations (Chamber of Commerce, United Fund, etc.).

"communications" with 3 per cent, and "service and civic" with 2 per cent. No one was nominated from the areas of "farming" or "labor."

Although the proportion nominated from the "business and industry" sector in DeKalb County was one of the two highest, this representation from the economic sector was the lowest in the seven similar studies in Georgia communities. As indicated in Table 13, the economic representation ranges from the low of 34 per cent in DeKalb to 71 per cent in Savannah-Chatham County. This lower representation is not necessarily an indication of the relative influence of businessmen in the community. Indeed, there is evidence that too strong a monopoly by one institutional sector provides for less effective leadership. A basic principle in community change is that participation and involvement in planning and decision making nurtures support. If one sector of a community monopolizes the decision making, it is likely to lose support from other sectors and ultimately become less effective.

Further inspection of Table 13 indicates that the 34 per cent representation of the "political-governmental" sector is considerably higher than the 21 per cent for the average (mean) of the seven communities. This over-representation is perhaps due to the fact that in a large, rapidly-growing suburban complex with nine separate municipalities such as DeKalb, the public officeholder has much greater visibility in comparison with other occupational types. After noting the historical emphasis placed on education and churches in DeKalb, it is not surprising to see the areas of

"education" and "religion" somewhat over-represented in comparison with the other communities. Representation from the "fee-taking professions" (medicine and law primarily) and "mass communication" (newspapers, radio, and television) were near average in representation. Representation from the areas of "civic and service" and "farming" were under-represented compared to the seven communities' average. In DeKalb County as in the other six communities studied, "labor" representatives received no nominations. This is not the typical situation nationally.

The second type of tabulation made from the responses to the leader-nomination question involved the development of a list of persons who will be referred to in this report as key influentials. It should be kept in mind that the 117 "leader respondents" referred to previously throughout this report were selected on the basis of a cross-section of positions and by nominations by a panel of Jaycees. These 117 were not, therefore, all "influentials," but they could be considered as knowledgeables who were familiar with DeKalb County and who should know who were the influential leaders in the county. Thus, for this discussion of the leadership structure, the leaders have been more specifically defined. In order to get at the key persons with influence on decision making in DeKalb County, the following four steps were taken:[9]

STEP I--Top Leader Determination. Nominations made for DeKalb County leaders by the 117 leader respondents were tabulated. The top 37 persons who were

nominated three or more times were then used as a "panel" for the delineation of the key influentials in Step II.[10]

STEP II--Key Influentials Delineated by Top Leaders. The leader nominations made by the top 37 leaders (the "panel" derived in Step I) were then tabulated. The 22 persons nominated most frequently by these top 37 leaders were designated key influentials.[11] The tabulations are presented in Table 14. It is obvious that there was only fair consensus on the key influentials. One leader received approximately 87 per cent of the possible 37 nominations; one received 70 per cent; two received 50 to 60 per cent; four, 20 to 49 per cent; eight, 10 to 19 per cent; and the remaining, less than 10 per cent.

STEP III--Key Influentials Delineated by Voters. Nominations by the 322 voter respondents were tabulated next. The 21 persons who received the largest number of nominations by the voters were also considered key influentials.[12] In Table 15 the voter nominations are shown. It may be seen that there was less consensus among the voters than among the top leaders as to whom they considered influentials. Only two leaders received 60 to 65 per cent of the possible 322 nominations; one received 34 per cent; two received about 10 per cent; and the remaining received less than 10 per cent.

STEP IV--Collapsing Key Influential Lists. Finally, the lists of key influentials as nominated by the top leaders (Step II) and the key influentials as nominated by the voter respondents (Step III) were combined. Considering overlap, the list resulted of 33 key influentials in DeKalb County. In Table 16 the 33 key influentials are shown by respondent number.

The following analysis of DeKalb County's leadership structure is based upon these 33 key influentials who were identified in the above manner.

Included in Table 16 are the rank orders of the key influentials as nominated by both the voters and the top leaders. When these rank orders are compared, it is immediately obvious that there was low agreement between the nomination rank orders of the two groups. Only ten persons were ranked 21 or higher by both the top leaders and the voter sample, and thus seen as key influentials by both groups.

Also included in Table 16 is a typing of the leaders as "visible," "concealed," or "symbolic."[13] A visible leader is one who was seen at about the same rank level of leadership by both the voters and the top 37 leaders. Only four key influentials were classified as "visible." Fourteen of the 33 were seen by the 37 leaders as significantly higher in rank order than they were by the voters. In fact, four of those fourteen were not nominated at all by the voters. These fourteen were classified as "concealed" leaders, or leaders who were recognized as being considerably more

TABLE 14

RANKING OF KEY INFLUENTIALS BY 37 TOP LEADERS, DEKALB COUNTY, GEORGIA, 1970

Rank	Respondent Number*	Weighted Score	No. Mentioned
1	47	218	32
2	1	161	24
3	91	146	20
4	81	140	17
5	61	129	21
6	5	109	14
7	73	86	9
8	31	70	7
9	98	61	7
10	A-not interviewed	53	4
11	2	49	6
12	117	46	5
13	57	44	9
14	115	39	2
15.5	68	32	2
15.5	116	32	2
17	108	28	5
18	109	27	4
19	E-not interviewed	21	1
21	F-not interviewed	20	1
21	113	20	3
21	9	20	1

*Respondent Numbers are used in the place of names in order to conceal the identity of the leaders.

TABLE 15

RANKING OF KEY INFLUENTIALS BY 322 VOTERS,
DEKALB COUNTY, GEORGIA, 1970

Rank	Respondent Number*	No. Mentioned
1	91	207
2	61	199
3	2	110
4	117	36
5	71	29
6	G-not interviewed	23
7	47	22
8	31	17
9.5	9	16
9.5	H-not interviewed	16
11	108	15
13	80	14
13	I-not interviewed	14
13	1	14
16	75	12
16	57	12
16	J-not interviewed	12
18	48	10
19	K-not interviewed	9
20.5	59	8
20.5	L-not interviewed	8

*Respondent Numbers are used in the place of names in order to conceal the identity of the leaders.

TABLE 16

TYPE OF KEY INFLUENTIALS BY RESPONDENT NUMBERS AS DETERMINED BY COMPARING THE RANK ORDER OF NOMINATIONS MADE BY THE TOP 37 LEADER AND 322 VOTER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Key Influential Respondent Number	Rank Order Determined By Top 37 Leaders	Rank Order Determined By Voter Respondents	Leader Type
47	1	7	Concealed
1	2	13	Concealed
91	3	1	Visible
81	4	35.5	Concealed
61	5	2	Visible
5	6	29	Concealed
73	7	66.5	Concealed
31	8	8	Visible
98	9	66.5	Concealed
A-not interviewed	10	66.5	Concealed
2	11	3	Symbolic
117	12	4	Symbolic
57	13	16	Visible
115	14	Not mentioned	Concealed
68	15.5	137.5	Concealed
116	15.5	137.5	Concealed
108	17	11	Symbolic
109	18	Not mentioned	Concealed
E-not interviewed	19	Not mentioned	Concealed
F-not interviewed	21	Not mentioned	Concealed
113	21	35.5	Concealed
9	21	9.5	Symbolic
71	26.5	5	Symbolic
G-not interviewed	Not mentioned	6	Symbolic
H-not interviewed	Not mentioned	9.5	Symbolic
80	48	13	Symbolic
I-not interviewed	Not mentioned	13	Symbolic
75	Not mentioned	16	Symbolic
J-not interviewed	Not mentioned	16	Symbolic
48	Not mentioned	18	Symbolic
K-not interviewed	Not mentioned	19	Symbolic
59	Not mentioned	20	Symbolic
L-not interviewed	Not mentioned	20	Symbolic

*Leader type was determined by subtracting the rank order as determined by the voter respondents' nominations from the rank order as determined by the top 37 leaders' nominations. If the difference was -4.5 to +4.5 the leader is a "visible" leader, i.e., recognized as a leader by both groups nominating leaders. A difference of -5 and greater denotes a "concealed" leader, one who is recognized as a leader more by the top 37 leaders than by the voter respondents. A difference of +5 or greater indicates a "symbolic" leader, one who is considered as a leader more by the voter respondents than by the top 37 leaders. For a more detailed explanation of these leader types, see Bonjean, op. cit., and Miller and Dirksen, op. cit.

influential by the leaders themselves than by the voters. On the other hand, fifteen were ranked by the voters significantly higher (5 or more places) than by the leaders. These were considered "symbolic" leaders in that the voters thought they had more influence in decision making than the top leaders thought they had.

This low level of agreement on the leadership in the county may be accounted for, in part, by the size of the population, the rapid growth of the county, high mobility rates in and out of the county, the great diversification and specialization found in a highly educated population, as well as the lack of a dominant central city. In addition to these factors, consensus is reduced as nine municipalities, the county, and Metropolitan Atlanta generate competing leadership and loyalties.

What are the personal characteristics of those persons nominated enough times to be considered as <u>key influentials</u>? Of the 33 key influentials all except one were men, and no blacks were included. The average (mean) age was 52 years, and the range was 41 to 82 years. Approximately 20 per cent of the influentials were young, or under 45 years of age; and 17 per cent were 60 or more years of age. The remaining 63 per cent were middle-aged, or from 45-59 years of age. The middle-aged category is over-represented in comparison to rural Oglethorpe County and Metropolitan Augusta-Richmond County, where the young, middle-aged, and older categories were represented approximately equally. Only in Savannah-Chatham County did the 45-59 years of age category reach 63 per cent.

The educational level for the key influentials in DeKalb was high. The average (mean) years of education was almost four years of college. The range was from the ninth grade to eight years of college. Only in Athens-Clarke County did the years of education average higher. There the average approached five years of college in comparison with two years of college in rural Oglethorpe County.

In terms of residence, 54 per cent of the influentials lived in DeKalb County outside of any municipality. Of the remaining 46 per cent, 25 per cent resided in Decatur, the county seat; and the remaining 21 per cent were scattered in other municipalities. The range in length of residence was from 5 to 82 years; the average (mean) was 36 years. This average was slightly higher than that in most of the counties studied. Only 29 per cent of the key influentials were native-born to DeKalb County. This compares to 59 per cent in rural Oglethorpe, 35 per cent in Athens and Macon, and 25 per cent in Augusta.

In an earlier study in Dublin and Laurens County, it was noted that leaders and nonleaders tended to show a difference in their basic orientation toward their community.[14] The leaders seemed to express what we have termed as a coordinative orientation. A coordinative orientation is defined here as a tendency to see the community from a broad, general and somewhat abstract perspective.[15] This means that the community is seen as a system in which means to desired ends are realized through the process of coordination of units or groups. This process involves decision making, policy making, negotiation, and bargaining.

The nonleaders (or voters) appeared to have what we have termed an exchange orientation. An exchange orientation tends to lead one to view the community from a more concrete perspective. The community is seen as a vehicle through which certain ends or specific goods and services are expected.

The responses to the question, "What are the five most important things which need to be done to make DeKalb County a better place in which to live?" were considered to be a good index to one's exchange or coordinative orientation. Over 90 per cent of the needs expressed by the respondents could be classified as being exchange or coordinative. Examples of expressed needs which were considered to be exchange needs included: "improve garbage collection," "more recreational facilities," and "increased police protection." Examples of needs classified as coordinative needs were: "better communication between government officials and people," "reform governmental structures," "improve zoning," and "less political factionalism."

Those expressing half or more of the needs of the county as coordinative-type needs were classified as having a coordinative orientation. Those indicating more than half of the needs of the county as exchange-type needs were classified as being exchange oriented.

Our hypothesis or guess that leaders are more likely than nonleaders (voters) to have a coordinative orientation is supported in Table 17.

TABLE 17

ORIENTATION OF LEADERS AND VOTERS
IN DEKALB COUNTY, GEORGIA, 1970

Type of Respondents	Type of Orientation					
	Coordinative		Exchange		Totals	
	No.	Per Cent	No.	Per Cent	No.	Per Cent
Leaders	34	29.1	83	70.9	117	100.0
Nonleaders (voters)	42	13.5	268	86.5	310*	100.0

X^2 (Yates Correction) = 12.929, d.f. = 1, $p < .001$

*The total N(number) of 310 for the nonleaders or voters is due to the fact that 12 of the voters interviewed did not give a response to the question used for determining the orientation.

When the respondents were asked to express what they felt their community's needs are, more than twice as many leaders as voters expressed half or more coordinative-type needs, which indicates a coordinative orientation regarding their community. The difference between the 29.1 per cent of leaders and the 13.5 per cent of voters which are classified as coordinative in orientation is statistically significant and, therefore, supports the notion that there is a difference. In fact, four out of the top five key influentials were classified as coordinative in orientation.

Another approach was taken to see how the leaders and voters differed in terms of coordination and exchange orientation. It was felt that the leaders would have a greater tendency to belong

to coordinative community groups which tend to coordinate a broad range of interests and interest groups as opposed to narrow special interest groups. Examples of community coordinative groups are a Chamber of Commerce and broadly involved civic clubs. Examples of exchange or special interest groups would be the Bird Watchers Society, Rifle Association, and the Bar Association. Depending upon whether he belonged to more than one coordinative group, he was given a high, medium, or low score as to coordinative group membership.

The figures in Table 18 support the belief that community leaders have a greater tendency to belong to key coordinative groups or those groups which make decisions on a greater variety of interests relating to the welfare of the community. Over 60 per cent of the leaders as opposed to less than 1 per cent of the voters scored high on membership in coordinative groups. There is growing evidence that individuals gain potential power for community leadership through the exchange of goods and services or the control of such exchanges. However, one's exercise of community leadership and the reputation for leadership grow out of his participation in coordinative groups in his community.[16]

When the organizational memberships of the 33 key influentials are viewed, the most common formal tie appears to be through the DeKalb Chamber of Commerce and the Decatur Rotary Club.

Each leader respondent and voter respondent was asked to name about three organizations, agencies, groups, or positions which he thought have the most influence on general county-wide affairs.

Table 19 list in the order of number of times mentioned the top 12 organizations, groups, or positions as seen by leader respondents and voter respondents.

TABLE 18

COORDINATIVE GROUP MEMBERSHIP OF LEADERS AND VOTERS IN DEKALB COUNTY, GEORGIA, 1970

Type of Respondents	Coordinative Group Membership							
	High		Medium		Low		Totals	
	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
Leaders	71	60.7	24	20.5	22	18.8	117	100.0
Voters	3	0.9	43	13.4	276	85.7	322	100.0

$X^2 = 241.249$, d.f. = 2, $p < .001$

There are two basic questions which might be asked regarding the structure or pattern of the leadership in a community. The first question is, "How organized is the leadership?" In some communities the leadership is highly organized or <u>focused</u> in one pyramid of power. At the apex of power there might be one person (or boss), an informal power clique of four or five people; or there might be at the apex a formal organization such as a Chamber of Commerce or a civic organization. This latter type might be called an organized pluralistic type. In some other communities a <u>bifactional</u> or split pattern of leadership occurs. These double-pyramid

patterns are characterized by major continuing splits or cleavages, such as: city-county, labor-management, Democratic-Republican, and white-black. In still other communities a multifactional pattern occurs. Such communities are characterized by more than two competing leadership groups or factions. In both the bifactional and multifactional patterns, each faction or pyramid might be organized around a boss, clique, or a formal organization.

TABLE 19

RANKING OF INFLUENTIAL ORGANIZATIONS, GROUPS, AND POSITIONS BY LEADER AND VOTER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Leaders' Choices	Voters' Choices
DeKalb Chamber of Commerce	DeKalb County Commissioners
DeKalb County Commissioners	DeKalb Chamber of Commerce
Republican Party	Jaycees
Jaycees	School Board
League of Women Voters	Lions Club(s)
Democratic Party	League of Women Voters
Board of Realtors	Republican Party
Churches	DeKalb County Planning and Zoning Commission
School Board	PTA
Decatur Rotary Club	Superintendent of Schools
Decatur Federal Savings and Loan Association	Democratic Party
Legislative Delegation	Churches

At the time the DeKalb County study was made, the leadership appeared to be of the multifactional form, and hence, characterized by a relatively low degree of organization.

The second question regarding the basic structure of the leadership in DeKalb County is, "Is the leadership elite or pluralistic?" That is, is the power held by a very few people or is it spread out in the hands of many? In comparison with other metropolitan communities studied in Georgia, DeKalb County is considered as tending toward the pluralistic pattern. This view seems to be supported by several points. First, since there appear to be three or more factions, this in itself tends to scatter the power. Second, it was shown in Table 13 that there was no monopoly of leadership by representatives from any institutional-occupational area. The highest concentration of representation shows 34 per cent each from "business and industry" and "political-governmental" areas. A third indication of both a pluralistic pattern and a tendency toward disorganization was the fair to low degree of consensus among and between leaders and voters as to who the key influentials are.

A further indication of a pluralistic pattern is the type of leadership in each faction. One major faction appears to led largely through a formal voluntary service organization, another through political party machinery, another emerging group through formally-organized neighborhood associations; and one subfaction is perhaps led by a small informal clique. The expression of most leadership factions through formally-organized groups tends to broaden the base of leadership and promote a pluralistic or democratic pattern.

This less-than-highly-organized condition and somewhat

pluralistic pattern is to be expected in a large, rapidly growing, changing community such as DeKalb with its several municipalities.

Finally, a few general statements will be made at this point regarding community leadership and the broader social environment of which DeKalb County is a part and to which the county must adjust. The South and the nation are undergoing a period of very rapid change which is reflected in all areas of human relationships, including community leadership. It is believed that the most basic change is in our approach to solving problems. Increasingly our society is turning from sentiment and tradition to testing and measurement or to the rational scientific method. The result has been a greater depth of knowledge and the tendency to specialize. These developments in turn are associated with increasing education, industrialization, urbanization, mobility, and complexity in community and other group affairs.

What does all of this have to do with community leadership patterns? In relation to the changes noted, there appears to be a growing cultural ideal that community leadership should be based upon individually achieved characteristics such as specialized training, education, positions held, and service to the community. Also, there is evidence that the importance of ascribed characteristics such as family background, inherited wealth, and length of residence is declining as a basis of community leadership. In other words, there is an increasing belief that community leadership should be based on what a man can do rather than on who a

man is, or what family he belongs to. Associated with this ideal is the belief or realization that no one person or even a few persons could possess all of the specialized abilities needed to run a complex community.

Several community studies in Georgia suggest that these cultural ideals exist in most Georgia communities before there are sufficient persons possessing the ideal characteristics who are in situations which permit their extensive exercise of community leadership. If this is correct, it is believed that the ideal of a leadership structure based on many specialized skills of many men coordinated through a formal community organization is much more likely to occur in certain types of communities. Studies suggest that this achievement-oriented and pluralistic leadership structure is more likely to occur in larger, growing communities with a diversification of industry and occupational skills which offers avenues of mobility not dependent upon kinship or other ascribed characteristics.

FOOTNOTES

[1]Harold L. Nix, Identification of Leaders and Their Involvement in the Planning Process, Public Health Service Publication No. 1998 (Washington, D.C.: U.S. Government Printing Office, 1970), pp. 1-2.

[2]For a description of the scoring technique used, see Norma R. Seerley, "Differential Views and Actions of Leaders and Nonleaders Based on Exchange and Coordinative Concepts," (unpublished Ph.D. dissertation, University of Georgia, 1971), pp. 79-84.

[3]Since the leaders interviewed in this study do not represent a random sample, statistical tests can be used only as indicators for measuring dispersion differences between the two groups. The Chi Square test of differences was used with the figures in Table 5, and the difference was significant only at the .21 level of significance.

[4]Nix, Identification of Leaders and Their Involvement in the Planning Process, pp. 1-2.

[5]Harold L. Nix, "Opportunities for and Limitations of Social and Economic Adjustments in an Alabama Rural County," Agricultural Experiment Station Bulletin 338 (Auburn, Alabama: Auburn University, January, 1962), p. 17.

[6]Ely Chinoy, Society, An Introduction to Sociology (New York: Random House, 1962), p. 157.

[7]Ibid., p. 213.

[8]Nix, Identification of Leaders and Their Involvement in the Planning Process, p. 2.

[9]The technique used for determining key influentials is a modification of the methods used by Charles M. Bonjean, "Community Leadership: A Case Study and Conceptual Refinement," American Journal of Sociology, LXVIII (May, 1963), 672-81; and Delbert Miller and James L. Dirksen, "The Identification of Visible, Concealed, and Symbolic Leaders in a Small Indiana City: A Replication of the Bonjean-Noland Study of Burlington, North Carolina," Social Forces, XLIII (May, 1965), 548-55. For this analysis the key influentials were determined by combining the top-ranked leaders' nominations with the top-ranked nominations of the voter respondents.

[10]There were actually 41 persons nominated three or more times. Of these 41, 37 were interviewed and so provided leader nominations for use in Step II. It should also be pointed out here that it has been demonstrated that such a panel of leaders as delineated in Step I are "in" on more of the important community decisions. They are also the persons who know the relative influences of community leaders because of their greater access to decision-making processes and relatively longer observations of community leaders.

[11]The nominations of the top 37 leaders were given a weighted score. Each of the first-ranked top leader's nominations was given a score of 21, the second top leader's nominations were given a score of 20, and so on. The weighted scores began with 21 since the top 37 leaders occupied 21 ranked positions. The weighted scores of each nominee were summed, then ranked. There were a total of 49 individuals nominated by the top leaders.

[12]A difference exists in the cut-off points for the number of those considered as key influentials by the leaders (22) and the voters (21) because it was at these points that the rankings of the nomination lists of each respondent group most closely coincided. More important is the fact that beyond this point all of the top leaders' nominations were "concealed" leaders, and all of the voters' nominations were "symbolic" leaders. Explanation of these leader types is given on pp. 72, 76.

[13]For a more detailed description of "visible," "concealed," and "symbolic" leader types, and how these types are identified, see Bonjean, op. cit., and Miller and Dirksen, op. cit.

[14]Harold L. Nix, Preliminary Community Social Analysis of Dublin-Laurens County (Athens: Institute of Community and Area Development, 1966), p. 17.

[15]Seerley, "Differential Views and Actions of Leaders and Nonleaders Based on Exchange and Coordinative Concepts," p. 39.

[16]Harold L. Nix, "Concepts of Community and Community Leadership," Sociology and Social Research, LIII (July, 1969), 500.

C H A P T E R I V

DEKALB INTO THE SEVENTIES

> Look not mournfully to the past, it comes
> not back again; wisely improve the present,
> it is thine; go forth to meet the shadowy
> future without fear, and with a manly heart.
>
> --Henry Wadsworth Longfellow

This final chapter of the Dekalb Social Analysis is devoted to a summary and conclusions of the study, as well as to implications of the findings for the further development of DeKalb County in the seventies.

The social analysis was made by using two methods of study: (1) the community reconnaissance method and (2) a survey research technique. The reconnaissance method involved selecting and interviewing 117 positional-reputational leaders as well as making demographic, historical, and current events sketches as background information for the study. The survey research technique was utilized to get a random sample of the views of DeKalb County's average citizens. In order to do this, a random sample was drawn from the registered voter list. From the list drawn, 322 voters were subsequently interviewed. Most of this analysis has been based upon the data gathered during the interviews with the persons in these two samples.

A. Summary

The Setting. DeKalb County lies in north central Georgia and is one of the five counties comprising the Atlanta Metropolitan Area. Being in the Piedmont region, the land in DeKalb is characterized by foothills, sandy and clay loams, and abundant streams. The climate is considered favorable with a mean annual temperature of 62 degrees and an average annual rainfall of 49.3 inches.

History. On January 8, 1821, the Creek Indians ceded to the United States government 475 square miles of land which was named Henry County. In 1822 the Georgia State Legislature divided Henry into smaller counties. DeKalb County was thus created from Henry County and also in part from Fayette and Gwinnett Counties. It was named in honor of Baron Johann DeKalb, a native German who aided the colonies during the American Revolution. In 1853, DeKalb was divided; and part of its area was named Fulton County.

The early settlers came mostly from the Carolinas and Virginia and were mainly native-born Americans of Scottish, Irish, and English descent. The people, though usually poor and uneducated, were described as industrious and temperate. These independent yeoman farmers generally owned their own land and homes, and few owned slaves.

The first town to be incorporated in DeKalb was Decatur in 1823, which became and remained the county seat. Presently there are nine incorporated municipalities in the county.

Much of the Battle of Atlanta was fought in DeKalb County along Peachtree Creek and the Georgia Railroad. After the war the citizens were able to gather their resources and make substantial progress. Education and religion received early and continuous emphasis in the county. Until the years following World War II, DeKalb was basically rural and traditional. It was rooted in agriculture, especially dairying. Proximity to Atlanta provided a ready market for an intensive and prosperous agricultural economy. Later this proximity plus DeKalb's emphasis upon good homes, good schools, and good churches combined to bring many Atlanta employees to DeKalb and produced the image of "bedroom to Atlanta." In recent years there has been continued emphasis upon good homes, schools and churches as a part of the "good life," but there has also been an active pursuit for commercial and selective industrial development to make the county a more diversified one.

With a 1970 population of 415,387, DeKalb is one of the Southeast's most rapidly growing and developing counties. It has the highest per capita income in the state and the highest level of education in the Southeast. Thus, in twenty-five years DeKalb County has grown and changed from an "agrarian" to "bedroom" to a balanced residential-commercial-industrial community. Like all rapidly changing communities, DeKalb is not without growing pains.

Community of Identity. Upon being asked with which community (Metro Atlanta, city of Atlanta, DeKalb County, municipality in

DeKalb, or other) they identified, slightly over 50 per cent of the leaders and slightly under 50 per cent of the voter respondents considered DeKalb County as their community. Just over 25 per cent of both leader and voter respondents identified with Metropolitan Atlanta, and roughly 20 per cent identified with one of the nine municipalities in DeKalb. There was a slightly greater tendency for leaders to identify with the larger units (Metro Atlanta and DeKalb) than for the voter respondents.

Dispersion of Behavior. Approximately 83 per cent of the leader respondents worked inside of DeKalb County including its municipalities, while only 44 per cent of the voter respondents were so employed. Grocery buying was done largely within DeKalb County by both the leader respondents (96.4 per cent) and the voter respondents (93.9 per cent). Large appliances were purchased within the county by over half of the leaders (65.8 per cent) as well as the voters (55.4 per cent).

About 15 per cent of the leader respondents and about 24 per cent of the voter respondents held most of their organizational memberships in a municipality in DeKalb, while nearly 60 per cent of the leaders and 38 per cent of the voters belonged mainly to county-wide organizations. About 17 per cent of the leaders and 28 per cent of the voters belonged mostly to Metropolitan Atlanta organizations.

In terms of overall dispersion or scattering of behavior, the voter respondents were slightly more dispersed in the behaviors measured than were the leaders.

Community Image. The leader and voter respondents appear to be in agreement on especially liking DeKalb County's good schools, its proximity to Atlanta, the fact that it is a good residential or family community, its good services, and a prevailing progressive spirit among its residents. The leader respondents tended to place greater emphasis than did the voters on DeKalb's high caliber of people, the rapid growth and changes experienced in the county, and the good churches. On the other hand, the voter respondents mentioned more often than the leaders DeKalb's attractiveness, cleanliness, convenient shopping centers, and good police protection.

On the negative side, the leaders and voters both emphasized growing pains resulting from rapid growth and change (increasing traffic, crowding of schools, higher taxes, conflict of interest, and inability to keep up with certain services). The second major negative theme was factionalism. A third theme which the respondents exhibited, complained about, and praised was the great range of attitudes from rural to cosmopolitan, from conservative to liberal.

Ratings of Services, Conditions, and Facilities. The services, conditions, and facilities which the leaders rated near excellent were: water quality, public school program and facilities, housing for middle and upper classes, quality of hospital care, and job opportunities for adults. Also rated good were appearance of residential areas, vocational training beyond high school, fire protection, acceptance of newcomers, and appearance

of industrial areas.

The poorest ratings given by the leader respondents were for: housing for the poor, public transportation, garbage collection and disposal, air pollution control, recreation, traffic conditions, and county-wide planning.

The ratings given by voter respondents were similar in rank order to those given by leader respondents. However, in most cases, the ratings given by the voters were slightly lower.

Community Needs. The leader and voter respondents were asked to name and rank five of the most important needs in DeKalb County. The top seven needs as seen by the leaders were: (1) reform of governmental structures, (2) improve garbage and trash collection, (3) develop or improve comprehensive long-range plans, (4) provide better public transportation, (5) make tax reforms, (6) improve zoning, and (7) control pollution of the environment. On the other hand, the top seven needs as ranked by the voters were: (1) improve garbage and trash collection, (2) make tax reforms, (3) improve and maintain streets and highways, (4) improve and maintain quality education, (5) improve zoning, (6) improve and expand recreation, and (7) increase in police protection. (See Table 10.)

There was a great difference in the weight attached to the various specific needs by leaders and voters. However, when the specific needs were categorized under eleven broad headings and weighted, the rankings were similar (see Table 8). This suggests that the leaders and voters were concerned about the same basic

problem areas but differed considerably on the specific problems within these areas. The most important six need or problem areas as seen by both the leader and voter respondents were (1) governmental-political, (2) public services and utilities, (3) transportation, (4) planning and zoning, (5) education, and (6) health and welfare.

Evaluation of DeKalb. Over one-half (54 per cent) of the leader respondents considered DeKalb County as "much above average." Another 37 per cent rated the county "above average." Almost one-fourth (24 per cent) of the voter respondents saw their county as "much above average" and over one-half (57 per cent) rated DeKalb as "above average." Thus, in spite of the many needs and problems mentioned, approximately 90 per cent of the leader sample and 80 per cent of the voter sample evaluated DeKalb County as better than average compared to other communities.

Organizational Participation. The organizational membership of both the leader respondents and the voter respondents was high. This was to be expected in a prosperous, highly-educated urban community such as DeKalb. All or 100 per cent of the 117 leader respondents belonged to at least one secular or non-religious organization, and 88 per cent belonged to both religious and non-religious organizations. Of the voter respondents, 54 per cent belonged to both religious and non-religious organizations, while 28 per cent belonged only to religious organizations and 7 per cent belonged only to non-religious organizations. Only 11 per

cent of the voters reported that they did not belong to any type of organization.

Leadership and Organizational Structure. Based upon the responses given by the leaders and the voters interviewed, the following summary is offered regarding the leadership of DeKalb County:

1. The 117 leader respondents named 59 persons two or more times as influentials, while the 322 voter respondents nominated 80 persons two or more times.
2. The two largest occupational categories represented among the 59 persons nominated as leaders by the leader respondents were "business and industry" and "political-governmental" with 34 per cent each. Compared to other Georgia communities studied, this is a lower representation for the "business-industry" sector than usual and higher for the "political-governmental." Also over-represented were the areas of "education" and "religion," while under-represented were the areas of "civic or service" and "farming."
3. A total of 33 key influentials were delineated from the leader nominations of the top leaders and the voters.
4. Only fair consensus existed among the top leaders as to who are the key influentials. There were only five persons who received over 50 per cent of the possible nominations.

5. There was a low degree of consensus among the 322 voters as to who are the key influentials. Only two individuals received over 50 per cent of the possible nominations.

6. Even less agreement existed between the top leaders and the voters as to who are among the key influentials. Only 10 persons were sufficiently nominated by both the top leaders and the voters to be considered as key influentials by both groups. Only four key influentials were classified as "visible" leaders, or seen at nearly the same rank by both top leaders and voters.

7. The lack of consensus as to who appear to be DeKalb's key influentials is a result of a number of factors including the large size of the population; rapid growth of the county; diversification of the economy; the specialization that exists in DeKalb's highly-educated population; the lack of a dominant central city; and the generation of competing leadership and loyalties due to the presence of nine municipalities, a large population in the county outside municipalities, and the influence of Metropolitan Atlanta.

8. The 33 key influentials named by the top leaders and the voters exhibited the following characteristics:

(a) All were male except one.

(b) All were white.

(c) The range in age was from 41 to 82 years with an average (mean) of 52 years. Compared with other Georgia communities which have been studied, the middle-aged category was over-represented, with under-representation from both the younger and the older age categories.

(d) The key influentials exhibited a high educational level average of about 4 years of college.

(e) Geographically, 54 per cent of the key influentials lived in DeKalb County outside of municipalities, 25 per cent lived in Decatur, and the remaining 21 per cent were scattered in other municipalities.

(f) The range in length of residence was from 5 to 82 years with the average being 36 years.

(g) Approximately 29 per cent of the key influentials were native-born to DeKalb County.

9. Twice as many key influentials were classified as having a coordinative orientation as were voter respondents. That is, the leaders were more likely to see the needs of the county in terms of a need for better coordination among the various community groups, organizations, and leaders, as well as a need to provide a better structural means for this coordination of community activities, decision making, and other processes.

10. The voter respondents were more exchange-oriented than the key influentials. That is, the voters were more concerned than the leaders with exchange-type needs such as better housing, jobs, sidewalks, and education. In other words the leaders showed relatively more concern for the means by which goods and services were to be provided, while the voters showed greater concern for the ends or for receiving goods and services in exchange for their taxes and their labor.

11. The key influentials were much more likely than the voters to belong to coordinative groups with broad interests in the community such as the Chamber of Commerce and influential civic organizations. This supports the belief that leaders gain potential community power in the economic and political world where goods and services are exchanged for labor,

money, and taxes, while actual community leadership and the reputation for it evolves from active participation in key coordinative (community decision making) groups.

12. According to both leader and voter respondents the key influential voluntary organization or non-governmental organization was the DeKalb Chamber of Commerce. The most influential governmental group was the DeKalb County Commissioners.

13. The leadership structure or pattern in DeKalb County was seen as being not highly structured or organized and as being more pluralistic (spread out) than elite.

B. Basic Conclusions

> What makes a community great? It is not the material resources but the people--what they know, the skills they have, the values they hold, and the way they are organized.
>
> --Harold L. Nix

The rapid rate growth of DeKalb County has been greatly affected by its proximity to Atlanta, but the direction of growth and development appears to have been, in large measure, a result of the cultural attitudes of its people and the type of leadership this culture evolved. First, DeKalb County was largely settled by hardworking, small, independent yeoman farmers, and not by the plantation aristocracy. Second, the county has had a long history of emphasis upon good homes, churches, and schools. Third, this

emphasis upon the "quality of life" made DeKalb County very desirable as a residential area for many employed in Atlanta who desired and could afford a better way of life for their families. To these factors must be added a leadership devoted to quality growth. Beginning in the "depression years," DeKalb pioneered in its efforts to add to the quality of living by developing municipal type services and facilities on a county-wide basis. In addition, the leadership realized that a broader economic tax base was essential to provide the growing demand for services such as water, sewers, and sanitation. Therefore, efforts were made to encourage the selective development of business and industry. Thus, from the depression years through the sixties, DeKalb has experienced growth and development which have closely approximated the ideal in terms of typical middle and upper class values for a middle and upper class way of life. This means that DeKalb County is probably not fully meeting the needs of its citizens whose lifestyles and values are different from those of the more affluent in the community.

As DeKalb develops into the seventies with a population approaching one-half million inhabitants, its leaders and citizens have mixed feelings about what DeKalb's direction ought to be for the seventies. The growing population, the heterogeneity of its people, the diverse specialized interests of its highly-educated citizenry, the crowding effect of its rapidly expanding population plus the competing leadership and loyalties of the county's nine municipalities and Metropolitan Atlanta, have had multi-effects. First, these changing conditions have produced a great diversity

of opinions and attitudes. This diversity has been a source of growing competition and conflict of interest with the accompanying difficulty of developing a workable degree of consensus on community direction, goals, and means of implementation. The day of the simple rural community, a high degree of common interest and consensus, and a predominance of face-to-face communication is gone for Metropolitan DeKalb. As in many highly urbanized places, these changes appear to be producing a sense of estrangement, powerlessness, and alienation among some elements of the citizenry. These feelings are likely to increase until a new system of involvement and community decision making has evolved. Such adjustments to these broad societal changes are often preceded by a lack of consensus and by considerable opposition. These conflicting conditions often make valuable contributions in testing alternative directions, destroying outmoded forms of organization, and ultimately, bringing about new forms of organization, leadership structure, and new coalitions. The point being made is that in any society, competition and conflict, as well as cooperation, may make both positive and negative contributions in the adjustive processes. The main concern after discussing and testing various alternatives is that a way of arriving at a workable degree of consensus be found and that the proper organization and relationships be developed for determining and accomplishing important community objectives.

Another very basic problem is that changes in governmental structures developed for the earlier agrarian community have not kept pace with other changes. The leaders and citizens are keenly

aware of this problem. In fact, the highest-ranked need as viewed by the leader respondents in this study was "reforms in governmental structures."

It was indicated earlier in this report that 80 per cent of the voter respondents and 90 per cent of the leader respondents rated DeKalb County as above average or much above average. In spite of this high evaluation, DeKalb, as any community, has its problems. Table C and D in the appendix list in weighted rank order 80 specific needs or problems cited by the voter respondents and 67 cited by the leader respondents. After reviewing these felt needs and applying other criteria such as cost, feasibility, and logical sequence, the writers of this report feel that the two greatest needs of DeKalb County are:

(1) Continued efforts at governmental reforms, and

(2) Development of a structure and process for determining community priorities and, thus, determining the direction of community development.

The meeting of these two basic needs will in turn greatly aid in the solution of other problems.

Regarding the first need to reform governmental structures, many reforms have already taken place through the years. In addition, many other efforts have been made but have failed not so much because of disagreement over the need to improve as because of disagreement over the way or means of improvement.

There is, however, much evidence to support the belief that a majority of the citizens and leaders of DeKalb County are definitely committed to the idea of reform in government. This idea seems

to have evolved to the point where action is imminent; and in the words of Victor Hugo, "Greater than mighty armies is an idea whose time has come." Illustrative of the timeliness of reform is the effort under way by the DeKalb County Commission on Efficiency and Economy in Government:

> The first fruit of an arduous effort to streamline and improve DeKalb County operations was revealed this week in a preliminary report. . . .
>
> This initial public statement from the Commission on Efficiency and Economy in Government drew high praise from county and state officials Monday. It is expected to carry much weight in the upcoming session of the Georgia General Assembly and with the County Commission.[1]

Since the reform of governmental structures in DeKalb County is well under way, the remainder of this report will be devoted to the second of the two basic problems cited above--the development of a structure and process for determining community priorities, thus determining the direction of community development. The development of such a structure and process involving both the public and private sectors is essential to give direction to whatever governmental system evolves from the present efforts.

C. Direction for the Seventies

> Thinking well is wise,
> Planning well is wiser, and
> doing well is wisest.
>
> --Pythagoras

The Nature of Community. As a background, let us first indicate our views of the basic nature of community. Earlier social scientists typically focused upon similarities, common interest,

serve as a bridge between the government and the lay citizens for the determination of community priorities and programs of change. The structures and processes by which lay citizens and governmental officeholders interact to develop policies, priorities and direction vary greatly not only from community to community but at different times and in different situations within a community.

The immediate purpose of this section is to propose some principles and procedures or steps in the community change process which may aid in developing a structure and process by which the public and private sectors of the community of DeKalb County may determine problem areas, then study these areas, set goals, and plan for implementation of the goals set.

General Guidelines and Principles of Planned Change.

1. The Nature of Community Change: Changing People.

All changes proposed for a community, whether they are social, economic, political, or physical involve changing people or the social structure of the community. For example, the technical plans to clean up a polluted river may be excellent. Men polluted the river, however, because of their scale of values, attitudes, beliefs, behavior, and relationships to each other. Therefore, to clean up the river requires more than the technical know-how to do it. The people must value clean water, believe that it is in their best interest to have clean water, and be willing to pay the cost of

cleaning up the river. Ultimately they must act in different ways and rearrange their relationships in some way in order to get the job accomplished.

It is commonplace to hear change agents say that people resist change. They do, but it is also true that people have always accepted and sought change. Understanding that change is a constant process in social groups helps the change agent to ask the right questions. He is less apt to ask "What is wrong with these stupid people who refuse or are slow to accept my proposed changes?" Instead, he is more likely to ask: (1) What is wrong with my proposed changes? (2) Have the changes been properly explained so that they are understood? (3) What is wrong with the methods used to bring about the changes? (4) What is wrong with the relationships between those promoting change and the citizens who resist? (5) Is the price of change too high (economically, socially, or psychologically) for the values to be derived? (6) What are the possible secondary consequences of the proposed changes?

Consideration of such questions indicates the kinds of changes people frequently resist: (1) changes not clearly understood, (2) changes they or their representatives had no part in

bringing about, (3) changes which threaten their vested interest and security, (4) changes advocated by those they do not like or do not trust, and (5) changes which do not fit other higher cultural values.

Another point regarding the nature of social change is that change in one part of the community or in some other social system produces change in other parts of the system. This interrelatedness means that certain types of changes cannot take place until there are first changes in some other part of the system. Changes tend to take place in an orderly sequence. For this reason, the authors of this report feel strongly that the problem of reforms in government and the development of a structure and process for setting community goals and direction are extremely important in the solution of other problems in DeKalb County.

2. Start with Knowledge of the Community Social Structure.

If physical, technical, or social change ultimately involve changing the social structure of the community, then it follows that those who propose to change the community should know what they are trying to change. They should know the values, attitudes, felt needs, past efforts, leadership

structure, organizational structure, and relationships between groups, leaders, and factions of the community. Just as the plans for improving a community's traffic situation involve inventorying the physical facilities, conditions, and requirements, so do any plans for bringing about social action (including changing people to change traffic conditions) depend upon an inventory of the social factors involved. Indeed, this Community Social Analysis has been aimed at inventorying and analyzing certain social factors in DeKalb County. It is by no means implied that only the social scientist can know these social facts. Many insightful local citizens have more knowledge of the intimate details of the community than the social scientist can learn in a brief study. However, the social scientist can often add to the local understanding by being more systematic, objective, analytical, and comparative. He might also suggest points of view and innovative alternatives that might not have occurred to the local citizens.

3. Involvement and Participation of Laymen are Essential in a Democratic Society.

The third principle is that the degree of local support for a program depends to a large extent upon the amount and quality of involvement

and participation of those whose support is needed. This means that both governmental officials and the lay citizens must be involved at some stage.

If government is to be of, by, and for the people as our democratic values prescribe, the government must look to the people, in part, to determine its direction and goals. The laymen's involvement in planning for community change is a known means of gaining their support. In addition, lay involvement is an avenue to: (1) get the layman's point of view structured into official plans, (2) develop a sounding board by which public officials may test plans developed by technical specialists, (3) educate the public and gain public support, (4) gain access to certain professional and technical abilities not otherwise available, (5) get coordination between loosely structured political units, and (6) bridge gaps between political factions or other political divisions in the community.

4. Start Organizing for Implementation When Organizing for Study and Planning.

If local involvement is related to the strength of commitment and support, it would behoove one to bring about early involvement and organization of interested parties for implementation as well as

for study and planning. "Too often, it seems to me that we build an organization to formulate a plan and leave untouched the organization to implement it."[2]

5. Establish Priorities and a Plan of Action.

If action is the ultimate goal of a community study-planning program, the process should go beyond the study-recommendation stage. This principle is brought out in a study of the results of 500 community health survey-plans.[3] This "study of studies" indicates that three conditions were usually associated with the studies and plans that only "catch dust." First, the ineffective studies usually involved a high proportion of professionals and few permanent lay citizens. Second, most of the unimplemented studies only listed conditions, needs, and recommendations. They did not develop a priority of goals nor did they lead other groups, such as lay advisory groups, to do so. Third, the "dust catching" studies seldom involved the all important step of developing a "plan-of-action" for implementing the goals decided upon.

Hopefully, these very broadly stated principles will serve as a background for developing the steps which should prove to

be effective in solving what we have called the "Big Problem"--that is, the development of a structure and process for determining community priorities and, thus, determining the direction of DeKalb County's development.

Steps Toward Solving the Big Problem. If one of the greatest problems of DeKalb County is the development of a structure (organization) and process for determining community goals and direction, how can the citizens, officials, and other leaders go about accomplishing such a goal? The following steps are suggested as a process by which such a goal can be reached. It should be recognized that basically the same steps and procedures can be used not only to reach the goal of developing a structure for goal setting but also for accomplishing the various goals such a structure or organization might set.

STEP I--Recognition of the Need to Develop a Structure and Process for Determining Community Goals and Direction. The first step in any social action begins with recognition and definition of a need to be met--in this case a "need to develop a structure and process for determining community goals and direction." Such a recognition might be made by anyone inside or outside of the community. This study revealed ample evidence that citizens within DeKalb County have already recognized the need to develop some type of organization and process to set priorities and plan the direction of DeKalb in the seventies and beyond.

In fact, some efforts have already been made in this direction, and it is hoped that this volume will stimulate further effort.

Once the need is recognized, its communication to others can be facilitated by a clear statement or articulation of the need. Such a statement should include justification for tackling the need or problem. Justification might involve a statement of probable benefits to be derived from developing an organization to set goals as well as the probable cost of neglecting to do so. Evidence of overlapping and contradictory efforts among different groups in the community should be pointed out. When possible, the proposed need should be associated with or shown to be complementary to existing popular programs or movements. A well-developed preliminary statement based on the available studies, records, and other data will be one of the most important tools in carrying out the remaining steps in "developing a goal setting structure for DeKalb."

STEP II--Determination of Relevant Organizations, Leaders, and Factions. Once the need to develop a structure and process for goal setting is recognized and clearly defined, thought should be given to determining the relevant leaders, organizations, and factions to involve. Some suggested types to consider involving

are: (1) legitimizers or the top county-wide influentials; (2) subarea influentials or key leaders from the various municipalities and geographic areas of the county; (3) key officeholders; (4) leaders of the most influential organizations (see Table 19); (5) leaders of factions and those who may act as go-betweens; (6) key personnel involved in various types of planning; (7) leaders of special interest groups or institutional areas (business, education, health, recreation, religion, communications, etc.); (8) leaders of special groups who are often unrepresented in the top organizations (the poor, blacks, or other disadvantaged groups); (9) specialists who may be used for consultation.

This extensive listing will not involve as many individuals as might be expected due to overlap in leadership.

STEP III--Initiation and Legitimization of the Need to Develop a Goal Setting Structure and Process. After the need has been defined and documented and the relevant leaders and organizations have been identified, the next suggested step is to initiate the program and win support of the persons and organizations identified in Step II above. If the need is recognized within an organization which might sponsor such a program or project, the first step is to present the proposed effort to the key personnel within the organization

and determine whether it is wise for the organization to attempt the sponsorship of the program. Regardless of whether the initiation and legitimization are attempted by an organization or only by the key person or persons who recognized and defined the problem, the next step should be to seek an opportunity to present the proposed project to the leaders, beginning with the top influentials or legitimizers in the community. The purposes are to explain, sound out, seek approval, and ask for suggestions. To fail to ask these key individuals to pass judgment before public announcement often means failure.

Some of the problems and guidelines involved in legitimizing an effort such as a program to develop an organization for goal setting for a community are indicated in the following quotation:

> The winning of the confidence and support of the legitimizers is often difficult because of the usual characteristics of such leaders. Typically they are middle-aged, from the higher socioeconomic levels, and conservative in orientation. This means that they tend to distrust the unknown, the unorthodox, or the risky ventures. In other words, they will expect to be shown. Leaders tend to act slowly and will take their time in making decisions which may result in important and costly changes in the community. Since they are well aware that new projects mean money and that this may mean more taxes, they will carefully analyze the cost and benefits to the total community and to themselves. In this analysis a careful statement of the problem will help.
>
> Another characteristic of the top influentials is that they usually are already very busy in community and private affairs. Therefore, they

are not likely to offer active aid in organizing and developing the program. In the larger communities about the most the 'initiator' could expect of a top influential would be his 'approval' or perhaps his willingness to serve as a 'front' by serving on a special citizens committee or policy committee. While declining more active participation in the . . . planning program, the 'legitimizer' may suggest capable young men who are 'leaders on the make.' Top leaders often have young men they are watching and grooming for leading roles [in their organization and] in the community. These young men are often looking for 'new' leadership positions which might serve as a mechanism by which to gain in community prestige. The young leader's chances are greater if he gains his chance at the suggestion of one who has the influence and resources to support him and who has a vested interest in his success.

A few other guidelines are offered to the initiator or the initiation team as they proceed in seeking the support of leaders, organizations, and factions. First, the proposed . . . program should be defined as noncontroversial by indicating its benefits to all groups. Second, an effort should be made to bridge gaps between important factions by: (1) enlisting leaders respected by all sides, (2) enlisting support of representatives of all sides, and (3) indicating benefits to all sides. Third, the initiators should appear to recruit mass support through gaining the support of influential and cohesive organizations in the community. This is often important in gaining the support or cooperation of government officials. Fourth, great effort should be expended in gaining the consent and support of potential sources of opposition. According to [Peter] Rossi, 'The most successful community organizers whom I have encountered were extraordinarily skilled at this prime task and spent upward of half of their time at it.' . . . Seventh, efforts should be made to see that no publicity of plans for the program is made until the legitimization process has been completed.[4]

STEP IV--Diffusion of the Need to All of the Community. The step of educating the public or

diffusing the need to develop a goal setting structure to all of the community is an extension of earlier stages. Up to this point, recognition of the need, initiation, and approval by legitimizers have involved only a small number of individuals. This is the time to broaden the base of involvement. If other individuals and groups are to support the planning effort they must have the opportunity to be informed and convinced. This is also the point at which to involve a different type of person. Earlier, the need was for the informed and socially sensitive to recognize and define the need as well as to quietly gain approval from the leaders. The need at this stage is for a diffusion or education team with individuals who are recognized as "action leaders." It is appropriate that this group consist of such persons as public-spirited citizens with recognized speaking abilities, socially concerned ministers, and leaders of the mass media. This team may or may not include the definers and initiators of the program.

The task of the diffusion or education group is to lead the masses to recognize and define the need to develop a community goal setting system as <u>their need</u> and to commit themselves to support the effort.

Many techniques are suitable for educating the public as to the importance of the program. Some techniques include the use of: (1) speakers bureau for

civic and neighborhood organizations, (2) community seminars and workshops, (3) mass media (news articles, editorials, television and radio programs), and (4) community surveys.

STEP V--Organization for Determining Community Goals and Direction. If the citizens of DeKalb County wish to develop a structure or organization and a process by which to set goals and determine the direction of community development, there are really two organizational problems. The first problem is to develop a temporary organization designed to study and design a permanent organization and process for setting goals and directions for DeKalb. The second organizational problem is the permanent goal setting organization itself.

Basic to any community-wide effort is the organization which coordinates the activities and concentrates the energies exerted to accomplish the various phases of the effort. In the small rural community, effective organization might be informal or outside of organized groups. There are indications that much of the decision making in DeKalb was formerly quite informal. As communities grow larger and more diversified, however, informal communication breaks down and reliance is placed more and more on formally organized groups and secondary means of communication.

There are a number of approaches to organization which might be used with varying degrees of success in different types of communities. Four approaches are: (1) an agency or commercial planning firm can be hired to conduct the study and make recommendations; (2) the task can be taken over by an existing community organization which is widely representative in membership and broad in scope of interest; (3) an existing organization can become the key sponsor of such a move and ask for representation or co-sponsorship from other organizations, agencies, and groups; (4) a new organization can be created specifically for the tasks of studying the needs and problems of the community, developing a priority of needs and problems to be tackled, and perhaps encouraging a division of labor and coordination among the community organizations and agencies to meet the needs.

If action is the ultimate goal of a Community Goal Setting Program, hiring the job done is not likely to succeed. Research indicates that community efforts that prove ineffective usually involve a high proportion of professional planners and few permanent lay citizens.[5]

Experience in several Georgia communities has led to the conclusion that of the above four approaches, two and three work best in small or medium-sized

communities. The use of one existing organization, if it is community-wide in representation and interest, will have the advantages of established channels of communication and a tradition of working together. The specially created organization would not have these advantages and would be likely to experience difficulty in maintaining coordination and communication. Such difficulties are especially likely in the small communities which cannot afford paid staff members and have to depend upon volunteer help. However, few communities have organizations which represent all the relevant organizations and groups or are concerned with all areas of development within the community. Since a basic principle of successful implementation is the involvement of all or most of the interested and relevant groups, the third approach is often most successful. That is, the organization which is broadest in representation and interest may serve as the main sponsor while inviting co-sponsorship or representation from other concerned organizations, agencies, and groups during the planning stage.

While the use of established organizations may often be the only workable approach, such organizations appear to have certain disadvantages for the purpose of creating a Community-Wide Goal Setting Program and actively promoting its implementation. The first

limitation appears to be a division of interest. That is, the existing organization will have other functions or purposes and the task of helping to study and plan community goals may compete with its established interests. Therefore, the program may become inactive as soon as the priorities are determined, unless planning for a division of labor and coordination of efforts follows. However, the lack of continuity and formal coordination of the various organizations within the community by the goal setting organization does not necessarily mean failure. In three Georgia communities the University of Georgia, under the sponsorship of the most active service organizations in the communities, conducted studies of the needs or problems as seen by leaders and citizens. Although the sponsoring organizations did little to coordinate the implementation of the needs after the rank orders of needs were printed and presented, it was discovered that considerable activity did follow. For example, in one community the sponsoring organization and other organizations had, separately, kept the rank order list of needs as blueprints to development. After three years, with little conscious effort to coordinate efforts among the various community organizations, enough had been accomplished to cause the local citizens to request a second study to measure the degree of

accomplishment of needs identified in the first study and to determine the present needs of the community.

In large metropolitan communities which can afford a full-time study coordinator, clerical help, and paid consultants, the fourth approach--creating a new study-planning-coordinating organization--is likely to be successful. The paid staff would in most cases be the support team for a community development council[6] or body made up of a cross-section of the citizens of a community.

It should be kept in mind that what we are discussing here are not the functions of a traditional city or city-county planning commission. We are discussing a much broader purpose of determining the goals and general direction for community development. It is through such activity with a broader citizen involvement that direction and support are given to the planning commission and other agencies of government. Much thought should be given to how far such a goal setting body should go beyond stating a priority of general goals and consequently the direction of community development.

In designing a community goals system several basic questions come to mind: (1) What should be the responsibilities and limitations of such an organization? (2) Who should make up the membership? (3) How should members gain their positions? (4) How should

the organization be financed?

The purpose here is not to outline the detailed aspects of either the organization to study and plan a community goal setting organization or the goal setting organization itself, but to stimulate thought about such organizations. This much we do believe--that the community goal setting organization should be community-focused, problem-centered, citizen-led, and professionally staffed.

STEP VI--Studying and Designing a Community Goal Setting Organization and Studying and Setting Goals. Once a temporary group is organized to plan and design a permanent organization and a procedure for community goal setting, much study is in order. It is hoped that a beginning can be made by studying this volume, especially Section C of Chapter IV. Insight may also be gained by studying Goals for Dallas.[7] The Governor of Georgia through the State Bureau of Planning and Community Affairs with the assistance of the Georgia Planning Association has recently involved the citizens of Georgia in establishing Goals for Georgia. Community specialists and organization specialists are available from the units of the University System of Georgia, private universities and colleges, and planning agencies for consultation on devising a goal setting organization.

Once the organization for setting goals is

designed and organized, Chapter III of this report is designed specifically to aid in developing a priority of needs or goals for the county. However, it should be kept in mind that the needs listed in this report are the felt needs as expressed by leaders and voters interviewed in this study. Criteria other than felt needs should be considered in setting priorities. Suggested criteria are: (1) cost, (2) feasibility, (3) potential integrative or divisive effects in the community, (4) logical sequence of problem solving.

In addition to this study designed to determine how the leaders and citizens feel about the needs of their own community, there are many specialized studies made by specialists for city and county governments and their several departments and agencies. Also, other special interest groups and organizations such as the DeKalb Chamber of Commerce have conducted studies which would yield additional insight as to the needs of the community. Appendix C contains a list of educational and planning resources which should prove helpful.

It appears logical to first collect the many existing studies and sift them for identified needs which have not been met. It can then be decided whether additional research is needed to provide sufficient understanding for a group to select the most important goals for the county.

STEP VII--Planning for Action. Once a goal has been set, whether the goal is the establishment of an "organization to set goals" or one of the goals set by the organization, thought needs to be given to the implementation of the goals. Goals will not be automatically accomplished. It takes "planning-for-action" or a plan of strategy to implement effectively each goal in the program. A plan of action might include the following components:

1. Division of responsibility;
2. Means of activities for achieving the goal;
3. Time schedule for carrying out the activities;
4. Provisions for financing;
5. Arrangements for supervision, communication, and coordination in carrying out the activities;
6. Implementation of the plan of action;
7. Evaluation of accomplishments;
8. Starting over by setting new priorities.

A very basic question a goal setting organization must ask is how far into the implementation process should it go? At this point one might venture to say that with some very broad goals involving many units of the public and private sectors, the goal setting

organization might also plan for implementation and in some cases implement the goals. With regard to many other more specialized goals, however, the goal setting organization might take only the first step listed above--suggest a division of responsibility or encourage one or more agencies or organizations to plan and conduct the implementation of the goal.

STEP VIII--Implementation. Once plans to achieve a goal have been made the next step is to execute the plan in such a way as to achieve the goal set. All of the preceding steps or procedures have been suggested because research indicates that such procedures are in many situations conducive to effective implementation.

STEP IX--Evaluation. Between each of the community action steps suggested there is a need to stop and evaluate. Eventually the point is reached when a final evaluation of a goal or program is in order: Was the goal accomplished? Were the best methods used? Was efficient use made of resources? Which phases were successful and which phases failed? What insights were gained which can be applied in other community efforts?

WHERE DO WE GO FROM HERE?

Problems will be with the DeKalb community always. As the problems of today are solved new ones arise. With the increasing rapidity of change in our society, problems will rise at an increasing rate also. For these reasons the authors have seen the

basic needs of DeKalb County as the need to develop structures and processes for systematically dealing with the kaleidoscope of problems which will continuously evolve--that is, (1) the development of effective governmental structures, and (2) the development of an organization and processes for goal setting in order to give direction to the government and other community groups.

It is hoped that this study will help the leaders and citizens of DeKalb develop the problem solving structures which will reflect the vision of Plato rather than the vision of Dante regarding the city. According to Plato, "The city is a place where men lead a common life for a noble end." Dante, on the other hand, upon being asked, "Where didst thou see hell?" replied, "In the city around me."

The University of Georgia and other units of the University System of Georgia through their various educational and service units stand ready to work with the organizations and agencies in DeKalb County in organizing as well as setting goals, studying, planning, and implementing locally chosen goals. It is our belief that efforts to organize and plan the destiny of DeKalb will bring about the vision of Plato and will make this community ". . . a place where men lead a common life for a noble end."

The future belongs to those who plan for it.

--Anonymous

FOOTNOTES

[1]Marlene Goldberg, "Efficiency Commission Recommends Court, Sanitation, Planning Changes," The DeKalb New Era, December 2, 1971, p. 1A.

[2]J. W. Fanning, Vice President for Services, University of Georgia, (speech given at the Georgia Center for Continuing Education, Summer, 1968).

[3]Paul Mico, "Community Self-Study: Is there a Method to the Madness?" Adult Education, XIII (March, 1965), 288-92.

[4]Harold L. Nix, Identification of Leaders and Their Involvement in the Planning Process, Public Health Service Publication No. 1998 (Washington, D.C.: U.S. Government Printing Office, 1970), pp. 26-28.

[5]Mico, "Community Self-Study: Is There a Method to the Madness?" 288-92.

[6]Vernon W. Larsen, Organizing for Co-ordinated Effort in Communities, Key to Community Series. (Saskatoon, Saskatchewan, Canada: Center for Community Studies, 1962). pp. 9-12.

[7]Goals for Dallas Conference, Goals for Dallas (Dallas, Texas: Graduate Research Center of the Southwest, 1966).

APPENDIX A

COMMUNITY NEEDS AND PROBLEMS

TABLE A

RANK ORDER OF NEED AREAS CITED BY 117 LEADER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Rank	Need Areas	Weighted Score*
1	Governmental-Political	(494)
	Reform Governmental Structure (Consolidation of DeKalb, 72) (Manager form, 32) (General reform, 19) (Merger with Metro, 15)	138
	Tax Reforms (Broader base, 31) (General, 26) (Tower, 14) (Increase, 11) (Equitable, 9)	91
	Communication/Unity between Officials and People	74
	Less Political Factionalism	42
	Legalize Sale of Alcholic Beverages	21
	Stabilization in County Government	16
	Improve Political Leadership	14
	Better Coordination of Governments in County	13
	Efficiency/Economy in Government	13
	Citizen Understanding in Government	6
	Continuity in Government	6
	Others	40
2	Public Services and Utilities	(449)
	Improve Garbage and Trash Collection	114
	Improve/Extend Sewage Facilities	75
	Improve/Extend Governmental Services	55
	Increase Police Protection	40
	Additional Juvenile Delinquency Facilities/Services	33
	Improve Garbage Disposal	29
	Extend Water System	28
	Auditorium/Civic Center	19
	Upgrade Police with more (Pay/Training)	10
	Better Jail Facilities	8
	Increase Fire Protection	7
	Others	31

TABLE A (continued)

Rank	Need Areas	Weighted Score*
3	Transportation	(257)
	Better Public Transportation, 65 (Rapid Transit, 48)	113
	Improve/Maintain Streets and Highways	69
	Build More Streets/Highways	34
	Improve Traffic Flow	23
	More/Better Sidewalks	14
	Others	4
4	Planning and Zoning	(240)
	Develop/Improve Comprehensive/Long Range Plan	114
	Improve Zoning (Stable, Consistent, Enforcement, Protect Residential Areas)	78
	Beautify Downtown Areas	19
	Control Population Increase	11
	Implement Land Use Plans	6
	Others	12
5	Education	(179)
	Improve/Maintain Quality Education (General, 42) (Space/Facilities, 26)	68
	Expand Public Kindergarten/Day Care Centers	41
	More Revenue for Schools	11
	Drug Control/Education in Schools	11
	Develop Junior College into Four-Year College	9
	Improve White-Black Ratio in Certain Schools	8
	Lower Pupil-Teacher Ratio	7
	Increase in Special Education for Exceptional Children	6
	More Responsiveness to Pupil Needs	6
	Improve/Expand Libraries	6
	Others	6

TABLE A (continued)

Rank	Need Areas	Weighted Score*
6	Health and Welfare	(155)
	Control Pollution of Environment (General, 40) (Stream, 24) (Air, 12)	76
	Additional Hospital (South DeKalb)	11
	Improve Health Services/Facilities	11
	More Nursing Homes	10
	Eliminate Poverty	9
	Improve Programs/Facilities for Mental Illness	9
	Control of Drug Use	7
	Enforcement of Leash Law	6
	More Aid for Poor and Handicapped	6
	Others	10
7	Relationships and Attitudes	(138)
	Increase Community Pride, Spirt, and Cohesiveness	44
	Better Race Relations/Communication	25
	More Confidence in Leaders	17
	More Integration	17
	More Cooperation between DeKalb and Metro Counties	13
	Increase in Sense of Metro Community	12
	Daily County Newspaper (Also see Governmental-Political relationships and communication)	10
8	Recreation	(104)
	Improve/Expand Recreational Programs/ Facilities (General, 31) (Youth, 30)	61
	More/Improved Parks, Playgrounds, Open Space	35
	Others	8

TABLE A (continued)

Rank	Need Areas	Weighted Score*
9	Housing and Urban Renewal	(72)
	More Low Income Housing	30
	More Moderate Income Housing	19
	Open Housing	13
	Redevelopment of Poor Housing Areas	6
	Others	4
10	Economic	(49)
	More Quality Industry	26
	More Employment Opportunities	11
	Others	12
11	Religious and Moral	(6)
	More Morally Concerned Public	6

*Needs rated by respondents as first, second, third, fourth, fifth or less in order of importance were given weighted scores of 6, 5, 4, 3, 2, or 1 respectively. Only needs with cumulative weighted scores of 6 or more are included in this table.

TABLE B

RANK ORDER OF NEED AREAS CITED BY 322 VOTER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Rank	Need Areas	Weighted Score*
1	Public Services and Utilities	(1181)
	Improve Garbage and Trash Collection	596
	Increase Police Protection	170
	Upgrade Police with More (Pay and Training, 67) (Personnel, 42) (Facilities, 30)	139
	Improve/Extend Sewage Facilities	63
	Improve Garbage Disposal	45
	Increase Fire Protection	35
	Additional Juvenile Delinquency Facilities/ Services	31
	Improve/Extend Governmental Services	25
	Better Storm Sewers/Flood Control	19
	Keep Public Areas Clean	12
	Better Water Pressure/Larger Mains	11
	Auditorium/Civic Center	7
	Others	28
2	Governmental-Political	(995)
	Tax Reforms (Lower, 164) (Equitable, 100) (Broader base, 47) (Apt. tax, 37) (More revenue, 24)	372
	Reform Governmental Structure (General reform, 57) (Consolidation of DeKalb, 51) (Merger with Metro, 18)	126
	Efficiency/Economy in Government	119
	Legalize Sale of Alcoholic Beverages	76**
	Communication/Unity between Officials and People	56
	Improve Political Leadership	43
	Vote Out Sale of Alcoholic Beverages	42**
	Less Political Factionalism	31
	More Responsive County Officials	28
	More Responsive Citizens	14
	Better Coordination between County and City Government	10
	Others	78

TABLE B (continued)

Rank	Need Areas	Weighted Score*
3	Transportation	(937)
	Improve/Maintain Streets and Highways	369
	Improve Traffic Flow	147
	Better Public Transportation, 52 (Rapid Transit, 89)	141
	More/Better Sidewalks	73
	Build More Streets/Highways	53
	More Street Lights	34
	Clean Up Roadsides	20
	More Traffic Lights	18
	Others	82
4	Education	(698)
	Improve/Maintain Quality Education (General, 141) (Space and Facilities, 108) (Maintain, 43)	292
	Changes in Organization/Administration in Schools	63
	Expand Public Kindergarten/Day Care Centers	58
	More Revenue for Schools	37
	Develop Junior College into Four-Year College	23
	Evaluate School System	22
	Increase Special Education for Exceptional Children	20
	Improve/Expand Libraries	19
	Lower Pupil-Teacher Ratio	16
	Better Parent-Teacher Relations	15
	Drug Control/Education in Schools	14
	More Effective Integration	13
	Expand Vocational and Adult Training	12
	Improve Lunchroom Program	11
	Better Student-Teacher-Admin. Communication	10
	More Cultural Activities	8
	More Counseling and Testing	6
	Others	59

TABLE B (continued)

Rank	Need Areas	Weighted Score*
5	Planning and Zoning	(560)
	Improve Zoning (Stable, Consistent, Enforcement, Protect Residential Areas)	258
	Less Apartment Zoning/Construction	126
	Develop/Improve Comprehensive/Long Range Plan	116
	Beautify Downtown Areas	12
	Others	48
6	Health and Welfare	(348)
	Control Pollution of Environment (General, 72) (Stream, 36) (Air, 7)	115
	Enforcement of Leash Law	44
	Improve Ambulance/Emergency Hospital Care	32
	Additional Hospital (South DeKalb)	28
	Enforcement of Litter Law	22
	More Aid for Poor and Handicapped	20
	Improve Programs/Facilities for Mental Illness	17
	Improve Health Services/Facilities	16
	More Nursing Homes	12
	More Birth Control Education	10
	More Aid for Poor and Handicapped	9
	Others	23
7	Recreation	(300)
	Improve/Expand Recreational Programs/ Facilities (General, 138) (Youth, 49)	187
	More/Improved Parks, Playgrounds, Open Space	104
	Others	9

TABLE B (continued)

Rank	Need Areas	Weighted Score*
8	Housing and Urban Renewal	(99)
	Reduce Apartment Building	33
	Redevelopment of Poor Housing Areas	21
	More Low Income Housing	16
	Housing for the Elderly	9
	Open Housing	8
	Others	12
9	Economic	(87)
	Improve Planning for Commercial/Industrial Growth	14
	Slow Down Industrial Growth	12
	More Employment Opportunities	10
	More Quality Industry	9
	Others	42
10	Relationships and Attitudes	(78)
	Better Race Relations/Communications	16
	Better Communication/Coordination in Community	12
	More Broad-mindedness	11
	More Cooperation between DeKalb and Metro Counties	10
	Increase in Community Pride, Spirit, Cohesiveness	8
	More Integration	6
	Others	15
11	Moral and Spiritual	(6)
	Spiritual Awakening	6

TABLE B (continued)

*Needs rated by respondents as first, second, third, fourth, fifth or less in order of importance were given weighted scores of 6, 5, 4, 3, 2, or 1 respectively. Only needs with cumulative weighted scores of 6 or more are included in this table.

**This weighted score of 76 came from the 58 interviews which were conducted before the sale of alcoholic beverages was legalized. The score of 42 to vote out the sale of alcoholic beverages was based on 263 interviews conducted after the legalization of alcoholic beverages.

TABLE C

RANK ORDER OF SPECIFIC NEEDS CITED BY 117 LEADER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Rank	Needs	Weighted Score*
1	Reform Governmental Structure (Consolidation of DeKalb, 72) (Manager form, 32) (General reform, 19) (Merger with Metro, 15)	138
2	Improve Garbage and Trash Collection	114
2	Develop/Improve Comprehensive/Long Range Plan	114
4	Better Public Transportation, 65 (Rapid Transit, 48)	113
5	Tax Reforms (Broader base, 31) (General, 26) (Lower, 14) (Increase, 11) (Equitable, 9)	91
6	Improve Zoning (Stable, Consistent, Enforcement, Protect Residential Areas)	78
7	Control Pollution of Environment (General, 40) (Stream, 24) (Air, 12)	76
8	Improve/Extend Sewage Facilities	75
9	Communication/Unity between Officials and People	74
10	Improve/Maintain Streets and Highways	69
11	Improve/Maintain Quality Education (General, 42) (Space/Facilities, 26)	68
12	Improve/Expand Recreational Programs/ Facilities (General, 31) (Youth, 30)	61
13	Improve/Extend Governmental Services	55
14	Increase Community Pride, Spirit, and Cohesiveness	44
15	Less Political Factionalism	42
16	Expand Public Kindergarten/Day Care Centers	41
17	Increase Police Protection	40
18	More/Improved Parks, Playgrounds, Open Space	35
19	Build More Streets/Highways	34
20	Additional Juvenile Delinquency Facilities/ Services	33
21	More Low Income Housing	30
22	Improve Garbage Disposal	29
23	Extend Water System	28
24	More Quality Industry	26
25	Better Race Relations/Communication	25
26	Improve Traffic Flow	23

TABLE C (continued)

Rank	Needs	Weighted Score*
27	Legalize Sale of Alcoholic Beverages	21
28	Auditorium/Civic Center	19
28	Beautify Downtown Areas	19
28	More Moderate Income Housing	19
31	More Confidence in Leaders	17
31	More Integration	17
33	Stabilization in County Government	16
34	Improve Political Leadership	14
34	More/Better Sidewalks	14
36	Better Coordination of Governments in County	13
36	Efficiency/Economy in Government	13
36	More Cooperation between DeKalb and Metro Counties	13
36	Open Housing	13
40	Increase in Sense of Metro Community	12
41	Control Population Increase	11
41	More Revenue for Schools	11
41	Drug Control/Education in Schools	11
41	Additional Hospitals (South DeKalb)	11
41	Improve Health Services/Facilities	11
41	More Employment Opportunities	11
47	Upgrade Police with more (Pay/Training)	10
47	More Nursing Homes	10
47	Daily County Newspaper	10
50	Develop Junior College into Four-Year College	9
50	Eliminate Poverty	9
50	Improve Programs/Facilities for Mental Illness	9
53	Better Jail Facilities	8
53	Improve White-Black Ratio in Certain Schools	8
55	Increase Fire Protection	7
55	Lower Pupil-Teacher Ratio	7
55	Control of Drug Use	7
58	Citizen Understanding in Government	6
58	Continuity in Government	6
58	Implement Land Use Plans	6
58	Increase in Special Education for Exceptional Children	6
58	More Responsiveness to Pupil Needs	6
58	Improve/Expand Libraries	6

TABLE C (continued)

Rank	Needs	Weighted Score*
58	Enforcement of Leash Law	6
58	More Aid for Poor and Handicapped	6
58	Redevelopment of Poor Housing Areas	6
58	More Morally Concerned Public	6
	Others	127

*Needs rated by respondents as first, second, third, fourth, fifth or less in order of importance were given weighted scores of 6, 5, 4, 3, 2, or 1 respectively. Only needs with cumulative weighted scores of 6 or more are included in this table.

TABLE D

RANK ORDER OF SPECIFIC NEEDS CITED BY 322 VOTER RESPONDENTS, DEKALB COUNTY, GEORGIA, 1970

Rank	Needs	Weighted Score*
1	Improve Garbage and Trash Collection	596
2	Tax Reforms (Lower, 164) (Equitable, 100) (Broader Base, 47) (Apartment Tax, 37) (More Revenue, 24)	372
3	Improve/Maintain Streets and Highways	369
4	Improve/Maintain Quality Education (General, 141) (Space and Facilities, 108) (Maintain, 43)	292
5	Improve Zoning (Stable, Consistent, Enforcement, Protect Residential Areas)	258
6	Improve/Expand Recreational Programs/ Facilities (General, 138) (Youth, 49)	187
7	Increase Police Protection	170
8	Improve Traffic Flow	147
9	Better Public Transportation, 52 (Rapid Transit, 89)	141
10	Upgrade Police with More (Pay and Training, 67) (Personnel, 42) (Facilities, 30)	139
11	Reform Governmental Structure (General Reform, 57) (Consolidation of DeKalb, 51) (Merger with Metro, 18)	126
11	Less Apartment Zoning/Construction	126
13	Efficiency/Economy in Government	119
14	Develop/Improve Comprehensive/Long Range Plan	116
15	Control Pollution of Environment (General, 72) (Stream, 36) (Air, 7)	115
16	More/Improved Parks, Playgrounds, Open Space	104
17	Legalize Sale of Alcoholic Beverages	76**
18	More/Better Sidewalks	73
19	Improve/Extend Sewage Facilities	63
19	Changes in Organization/Administration in Schools	63
21	Expand Public Kindergarten/Day Care Centers	58
22	Communication/Unity between Officials and People	56
23	Build More Streets/Highways	53
24	Improve Garbage Disposal	45
25	Enforcement of Leash Law	44

TABLE D (continued)

Rank	Needs	Weighted Score*
26	Improve Political Leadership	43
27	Vote Out Sale of Alcoholic Beverages	42**
28	More Revenue for Schools	37
29	Increase Fire Protection	35
30	More Street Lights	34
31	Reduce Apartment Building	33
32	Improve Ambulance/Emergency Hospital Care	32
33	Additional Juvenile Delinquency Facilities/ Services	31
33	Less Political Factionalism	31
35	More Responsive County Officials	28
35	Additional Hospital (South DeKalb)	28
37	Improve/Extend Governmental Services	25
38	Develop Junior College into Four-Year College	23
39	Evaluate School System	22
39	Enforcement of Litter Law	22
41	Redevelopment of Poor Housing Areas	21
42	Clean Up Roadsides	20
42	Increase Special Education for Exceptional Children	20
42	More Aid for Poor and Handicapped	20
45	Better Storm Sewers/Flood Control	19
45	Improve/Expand Libraries	19
47	More Traffic Lights	18
48	Improve Programs/Facilities for Mental Illness	17
49	Lower Pupil-Teacher Ratio	16
49	Improve Health Services/Facilities	16
49	More Low Income Housing	16
49	Better Race Relations/Communications	16
53	Better Parent-Teacher Relations	15
54	More Responsive Citizens	14
54	Drug Control/Education in Schools	14
54	Improve Planning for Commercial/Industrial Growth	14
57	More Effective Integration	13
58	Keep Public Areas Clean	12
58	Expand Vocational and Adult Training	12
58	Beautify Downtown Areas	12
58	More Nursing Homes	12
58	Slow Down Industrial Growth	12
58	Better Communication/Coordination in Community	12

TABLE D (continued)

Rank	Needs	Weighted Score*
64	Better Water Pressure/Larger Mains	11
64	Improve Lunchroom Program	11
64	More Broad-mindedness	11
67	Better Coordination between County and City Covernment	10
67	Better Student-Teacher-Administration Communication	10
67	More Birth Control Education	10
67	More Employment Opportunities	10
67	More Cooperation between DeKalb and Metro Counties	10
72	More Aid for Poor and Handicapped	9
72	Housing for the Elderly	9
72	More Quality Industry	9
75	More Cultural Activities	8
75	Open Housing	8
75	Increase in Community Pride, Spirit, Cohesiveness	8
78	Auditorium/Civic Center	7
79	More Counseling and Testing	6
79	Spiritual Awakening	6
79	More Integration	6
	Others	396

*Needs rated by respondents as first, second, third, fourth, fifth or less in order of importance were given weighted scores of 6, 5, 4, 3, 2, or 1 respectively. Only needs with cumulative weighted scores of 6 or more are included in this table.

**This weighted score of 76 came from the 58 interviews which were conducted before the sale of alcoholic beverages was legalized. The score of 42 to vote out the sale of alcoholic beverages was based on 263 interviews conducted after the legalization of alcoholic beverages.

TABLE E

AVERAGE RANK ORDER OF THE TWENTY HIGHEST-RANKED NEEDS IN THREE LARGE COMMUNITIES AND THREE SMALL COMMUNITIES IN GEORGIA AS CITED BY LEADERSHIP SAMPLES, 1964-1969

Average Rank Order		Needs
3 Large Communities	3 Small Communities	
1	--	Consolidation of Governments
2	3	Educational Improvements
3	14	Downtown Improvements
4	--	Decrease Traffic Congestion
5	13	Low Cost/Rent Housing
6	12	Recreational Programs/Facilities
7	--	Improved Race Relations/Attitudes/ Communications
8	4	Sewer Expansion
9	6	More/Better Roads/Streets
10	16	More/Improved Police Protection
11	23	Tax Revenue
12	5	Water System Expansion
13	7	Tax Reforms
14	--	Alleviation of Poverty
15	--	Public Transportation
16	1	Industry and Jobs
17	28	City-Limits Extension
18	29	More Vocational Training
19	15	Hospital or Health Facilities
20	--	Parking Facilities/Space
21	2	Unity and Cooperation
22	10	City and/or County Planning
23	--	Urban Renewal
24	--	Improved/Expanded Health Programs
25	--	Cultural Development
26	--	Moral and Spiritual Development
27	--	Health Planning
28	21	Improved Garbage System
29	24	Consolidation of Services
30	8	Improved Leadership/Officials
31	--	Water Pollution Abatement
--	9	School Consolidation
--	11	Doctor
--	17	Reorganization of Government
--	18	Improved Sanitation
--	19	More Housing
--	20	Keep Youth at Home
--	22	Dentist
--	25	Growth of City
--	26	Improved Agriculture
--	27	Overcoming Apathy

Note: The 1960 populations for the three large communities in Georgia in which needs have been analyzed were Athens-Clarke County, 45,363; Macon-Bibb County, 141,249; and Savannah-Chatham County, 188,299. The 1960 populations of the three small communities were Oglethorpe County, 7,926; Terrell County, 12,742; and Laurens County, 32,313.

APPENDIX B

NOMINATION QUESTIONNAIRE

INTERVIEW SCHEDULE

INTERVIEWER'S INSTRUCTIONS

NOMINATION QUESTIONNAIRE
FOR
DEKALB COUNTY SURVEY, 1970

The basic purpose of this questionnaire is to aid in the selection of a cross-section of various types of leaders in the DeKalb County community to be interviewed concerning needs, problems, and issues of this county.

It is emphasized that this questionnaire will be treated as strictly confidential. Therefore, you should not sign your name as a respondent.

In providing nominations for types of leaders, the same person may be nominated for different types of leadership. Do not fail to nominate yourself if you believe yourself eligible. If you do not know who the leaders are in a category, do not consult others; just leave the space blank.

A. GENERAL LEADERSHIP

Please name about four people whom you consider to be the most influential in general affairs in DeKalb County, regardless of whether or not you approve of the way they use their influence.

_____ _____

_____ _____

B. LOCALITY LEADERSHIP

Next, would you please name about three people you think are the most influential in each of the following cities or sub-communities of DeKalb County. While you obviously are concerned with only one area of DeKalb County please do not restrict your response to one area. If you feel you know leaders in other areas please indicate them.

City of Atlanta:
(Portion in DeKalb)

Doraville:

_____ _____

_____ _____

_____ _____

Avondale Estates:

_____

_____

_____

Chamblee:

_____

_____

_____

Clarkston:

_____

_____

_____

Decatur:

_____

_____

_____

South Central DeKalb:

_____

_____

Lithonia:

_____

_____

_____

Pine Lake:

_____

_____

_____

Stone Mountain:

_____

_____

_____

Tucker:

_____

_____

_____

C. SPECIALIZED LEADERSHIP

Now would you please nominate two people you consider to be the most influential people in each of the following specialized areas in DeKalb County.

Business and Industry:

_____

_____

Politics:

_____

_____

Education:

_____

_____

Religion:

_____

_____

Health and Medicine:

_____

_____

Women:

_____

_____

"Cultural" Affairs:

_____

_____

Labor:

_____

_____

Welfare:

_____

_____

Negroes:

_____

_____

Civic Affairs:

_____

_____

*Communications (Mass Media):

_____

_____

*Communications Leaders may not necessarily reside or have their business locations in DeKalb.

QUESTIONS I WOULD LIKE TO SEE ASKED ON A COMMUNITY SURVEY:

_____

_____

_____

_____

_____

COMMUNITY SOCIAL ANALYSIS

DEKALB COUNTY

University of Georgia

in cooperation with

DeKalb Chamber of Commerce

and

DeKalb County Jaycees

IDENTIFICATION

Interviewer: _____ Date: _____

Reviewer: _____ Interview No.: _____

Jaycee Chapter: _____ Respondent No.: _____
(To be given in office)

Basis of Selection:

___ Reconnaissance Sample

___ Random Voter Sample

Substitution Report:

Is this an original respondent or a substitution?

___ Original

___ Substitution

INTRODUCTION

(See Interviewer's Instructions)

Name
Organization
Sponsorship
Purpose of study
Nature of study
Use
Confidential Nature
Candid

COMMUNITY IMAGE

I would like to start by talking to you very generally about how you see DeKalb County as a whole. As you know, every community tends to have its own style or characteristics which set it apart from other communities.

Would you please tell how you see DeKalb County:

1. What are its characteristics, or how is DeKalb different?

2. What do you especially like about DeKalb County as a whole?

COMMUNITY NEEDS AND PROBLEMS

3. In your opinion, what are the five most important things which need to be done to make DeKalb County a better place in which to live?

Rank	Needs
____	_____
____	_____
____	_____
____	_____
____	_____

4. Now would you please rank these needs you have just named in terms of their importance?

RATING OF COUNTY SERVICES AND CONDITIONS

Would you please give a general rating of the DeKalb County services and conditions I shall name. (Hand Card.) In other words, using the ratings listed on this card, rate each service or condition as Excellent, Good, Fair, Poor, or Very Poor. If you are not familiar with a particular service or condition, it is best just to say you do not know. Remember, this is an over-all rating of services and conditions for DeKalb County as a whole.

	RATINGS						
Services and Conditions	Excellent (1)	Good (2)	Fair (3)	Poor (4)	Very Poor (5)	Don't Know (0)	Comments
5. Job opportunities for teenagers _____	—	—	—	—	—	—	_____
6. Job opportunities for adults _____	—	—	—	—	—	—	_____
7. Recreation for children 12 and under _____	—	—	—	—	—	—	_____
8. Recreation for teenagers	—	—	—	—	—	—	_____
9. Recreation for adults _	—	—	—	—	—	—	_____
10. Recreation for families	—	—	—	—	—	—	_____
11. Availability of housing for middle and upper income families ____	—	—	—	—	—	—	_____
12. Availability of housing for lower income families _____	—	—	—	—	—	—	_____
13. Water quality _____	—	—	—	—	—	—	_____
14. Sewage disposal _____	—	—	—	—	—	—	_____
15. Garbage collection ____	—	—	—	—	—	—	_____
16. Garbage disposal (landfills and incinerators, etc.) _____	—	—	—	—	—	—	_____

RATING OF COUNTY SERVICES AND CONDITIONS (CONTINUED)

Services and Conditions	RATINGS Excellent (1)	Good (2)	Fair (3)	Poor (4)	Very Poor (5)	Don't know (0)	Comments
17. General sanitation (relating to food handling, lodging, etc.)	—	—	—	—	—	—	_____
18. Pest control (rats, insects, etc.) _____	—	—	—	—	—	—	_____
19. Air pollution control	—	—	—	—	—	—	_____
20. Quality of hospital services _____	—	—	—	—	—	—	_____
21. Quantity of hospital services _____	—	—	—	—	—	—	_____
22. Availability of family doctors _____	—	—	—	—	—	—	_____
23. Street conditions ____	—	—	—	—	—	—	_____
24. Parking in business districts _____	—	—	—	—	—	—	_____
25. Traffic conditions ___	—	—	—	—	—	—	_____
26. Availability of public transportation _____	—	—	—	—	—	—	_____
27. Highway system in and out of county _____	—	—	—	—	—	—	_____
28. Public school program	—	—	—	—	—	—	_____
29. Public school buldings and facilities _____	—	—	—	—	—	—	_____
30. Vocational training in high school _____	—	—	—	—	—	—	_____

RATING OF COUNTY SERVICES AND CONDITIONS (CONTINUED)

Services and Conditions	RATINGS: Excellent (1)	Good (2)	Fair (3)	Poor (4)	Very poor (5)	Don't know (0)	Comments
31. Vocational and adult training beyond high school							
32. Welfare Services							
33. Family service agencies (help for people who need advice and counseling)							
34. Law enforcement and police protection							
35. Court services							
36. Juvenile delinquency program							
37. Enforcement of housing codes							
38. Fire protection							
39. Cultural opportunities							
40. Acceptance of newcomers							
41. Acceptance of change							
42. Integration of schools							
43. Over-all Negro-white relations							
44. Cooperation between county and city governments							

RATING OF COUNTY SERVICES AND CONDITIONS (CONTINUED)

Services and Conditions	RATINGS: Excellent (1)	Good (2)	Fair (3)	Poor (4)	Very Poor (5)	Don't know (0)	Comments
45. Cooperation in county improvement activities	—	—	—	—	—	—	_____
46. County-wide planning for land use and zoning _____	—	—	—	—	—	—	_____
47. Appearance of residential areas _____	—	—	—	—	—	—	_____
48. Appearance of business districts _____	—	—	—	—	—	—	_____
49. Appearance of industrial areas _____	—	—	—	—	—	—	_____

IDENTIFICATION

In attempting to improve a community it is important to know how people feel and act toward the community of which they are a part. In order to get at this understanding I would like to ask you some questions about your activities and your feelings toward your community.

	(0) Doesn't Apply	(1) Beyond Metro Atlanta	(2) Metro Atlanta[1] (Excl. Incorp. Atlanta and DeKalb Co.)	(3) Incorp. Atlanta (Excl. DeKalb)	(4) DeKalb Co. Outside of Municipalities	(5) Municipality in DeKalb Co. (Specify by Code)[2]
50. Where do you live?						
51. Where is your place of work?						
52. Where do you buy most of your groceries?						
53. Where do you buy most of your major household appliances?						

[1]Category (2) includes: Clayton, Cobb, Fulton, and Gwinnett Counties which are not part of incorporated Atlanta

[2]Specify where in DeKalb County by number:

1 Atlanta in DeKalb
2 Avondale Estates
3 Chamblee
4 Clarkston
5 Doraville
6 Decatur
7 Lithonia
8 Pine Lake
9. Stone Mountain

IDENTIFICATION (CONTINUED)

54. Which newspaper(s) do you read regularly? (PROBE FOR LOCATION OR COVERAGE AREA OF NEWSPAPER IF NOT CLEAR IN THE TITLE.)

(1) _____ (3) _____

(2) _____ (4) _____

55. To which of the following do you feel the greatest sense of identity, loyalty, or commitment--Greater Atlanta, City of Atlanta, DeKalb County, or a particular municipality or town--in other words, what would you say is your community?

___ (1) Greater Atlanta (Metro)

___ (2) City of Atlanta

___ (3) DeKalb County

___ (4) Municipality (specify by number)

1 Atlanta in DeKalb
2 Avondale Estates
3 Chamblee
4 Clarkston
5 Doraville
6 Decatur
7 Lithonia
8 Pine Lake
9 Stone Mountain

___ (5) Other (Specify) _____

___ (0) Don't Know or Undecided

56. Are you a registered voter? Yes __ No __

If yes, in which city or county are you registered?

(1) City or town in DeKalb County ___ (2) DeKalb County ___ (3) City of Atlanta ___

(4) Fulton County ___ (5) Other ___ (Specify) _____

57. As a place to live, compared to other communities, how would you rate DeKalb County?

(1) Much above av. __ (2) Above av. __ (3) About av. __ (4) Below av. __ (5) Much below av. __

IDENTIFICATION (CONTINUED)

8. Would you please name the organizations to which you now belong and indicate their locations:

ORGANIZATION	(1) Beyond Metro. Atlanta	(2) Metro. Atlanta[1] (Excl. Incorp. Atlanta & DeKalb Co.)	(3) Incorp. Atlanta (Excl. DeKalb)	(4) DeKalb Co. Outside of Municipalities	(5) Municipality in DeKalb Co. (Specify by Code)[2]	(6) Coverage Area[3]
(1) Civic or Service Clubs						
(2) Professional or Occupa. Org.						
(3) Patriotic & Fraternal Organiz.						
(4) Advisory or Planning Committees, Boards or Councils						
(5) Church						
(6) Other						

[1]Category (2) includes: Clayton, Cobb Fulton and Gwinnett counties which are not part of incorporated Atlanta

[2]Specify where in DeKalb County by number:
1 Atlanta in DeKalb
2 Avondale Estates
3 Chamblee
4 Clarkston
5 Doraville
6 Decatur
7 Lithonia
8 Pine Lake

[3]If an organization serves more than one area as defined in Columns 1-5, indicate the coverage area.

LEADERSHIP

59. Now, I would like to talk to you about the leadership here in DeKalb County. Although I will ask you to name names, our real purposes are to find out the kinds of people who become community leaders and to understand how community leadership operates. May I emphasize no specific name of a leader will be mentioned in any of our reports and that no information given will be connected with the person who gave it.

Would you please name six or more people whom you consider to have the most influence on what happens in DeKalb County. Please name the most influential leaders regardless of whether or not you approve of the way they use their power. The influentials you name need not necessarily live in DeKalb County as long as you think they have a strong influence over local or county affairs.

	NAME	OCCUPATION/POSITION
(1)	_____	_____
(2)	_____	_____
(3)	_____	_____
(4)	_____	_____
(5)	_____	_____
(6)	_____	_____
(7)	_____	_____
(8)	_____	_____

60. Would you please tell me the occupation or position of each of these leaders? (ASK FOR EACH LEADER'S OCCUPATION AS HE IS NAMED. IF YOU ALREADY KNOW FOR SURE, DO NOT ASK.)

61. You have named some individual leaders. Now, I am interested in group or organizational leadership. Would you please name about three organizations, agencies, groups, or positions which you think have the most influence on general countywide affairs. These may be: (1) civic or service organizations; (2) governmental positions, agencies or bodies; (3) business or industrial organizations; or even (4) informal groups or cliques.

	ORGANIZATION/AGENCY/POSITION	RANK
(1)	_____	_____
(2)	_____	_____
(3)	_____	_____
(4)	_____	_____

62. Now would you please rank these groups you have just named from the most influential to the least influential?

SPECIAL ISSUE QUESTIONS

Next, I would like your reactions to some questions which are considered to be among the basic issues before this community. Please remember that there are no right or wrong responses to these following questions since our only purpose is to reflect as accurately as possible the views of a sample of voters and leaders in this community.

63. Would you be <u>for</u> or <u>against</u> the establishment of a special study group made up of laymen and experts to study and make recommendations on changes in our county government? F A DK

64. Are you <u>for</u> or <u>against</u> legalizing the sale of beer and wine in retail outlets in DeKalb County? F A DK

65. Are you <u>for</u> or <u>against</u> legalizing the sale of of liquor in retail outlets in DeKalb County? F A DK

66. Would you be <u>for</u> or <u>against</u> a bond issue to finance a coliseum-civic center for DeKalb County? F A DK

67. Would you be <u>for</u> or <u>against</u> helping to pay for a rapid transit system that did not involve ad valorem taxes as a method of financing? F A DK

68. We presently have an elected Chairman of the Board of Commissioners serving as Chief Administrative Officer. Are you <u>for</u> or <u>against</u> changing to a system whereby the elected Chairman and Board of Commissioners appoint a County Manager to serve as Chief Administrative Officer? F A DK

RESPONDENT CHARACTERISTICS

Finally, I would like to ask you some questions about yourself, not to identify you as a person, but in order to determine the opinions of broad classes of people. (DO NOT ASK FOR INFORMATION YOU ALREADY KNOW.)

69. Age: _____ 70. Sex: _____ 71. Race: _____

72. What is your main occupation and position (within an organization)? Do you have other economic involvements such as farming, landlord, business partner, etc.?

OCCUPATION	POSITION - ORGANIZATION
_____	_____
_____	_____
_____	_____

73. How many years of education have you completed?

Elementary or High School _____ (Number of years)
College _____ (Number of years)
Other _____ (What? _____)

74. How long have you lived in DeKalb County?

_____ (Number of years)

75. Have you lived here all of your life, except perhaps for a temporary absence due to military, schooling, etc.?

Yes _____ No _____

76. Do you presently hold any <u>elected</u> political office?

Yes _____ No _____
If yes, which one? _____

77. I have no more formal questions to ask you; however, if you have anything else to add about DeKalb County, I would like to hear it.

(AFTER HIS RESPONSE, <u>THANK</u> HIM (HER) AND TELL HIM THAT THE FINDINGS OF THE STUDY WILL BE MADE AVAILABLE TO HIM AND OTHER RESPONDENTS THROUGH PUBLIC MEETINGS AND PUBLISHED REPORTS.)

INTERVIEWER'S INSTRUCTIONS

(Student Interviewers)

DeKalb County Study, Winter Quarter, 1970

I. MODEL FOR INTRODUCTION

A. NAME, ORGANIZATION, AND SPONSORSHIP

How do you do? I am _____, a member of the research team from the University of Georgia. We are here under the sponsorship of the DeKalb County Chamber of Commerce and the five Jaycee organizations in the County.

B. PURPOSE

As you have probably heard, our Community Survey team is here to conduct a study which is aimed largely at getting a clearer view of how Leaders, Citizens, and Youth view their community and see its needs.

C. NATURE OF STUDY

These views will be gathered by interviewing (1) a random sample of approximately 400 voters, (2) a sample of about 125 leaders, and (3) a sample of about 300 high school seniors.

D. USE

The results of this study will be made available by the local sponsors through public meetings, mass media, and in published form. The findings should aid leaders, officials and citizens in developing greater agreement on your most important needs in DeKalb County. This should give greater direction to all who are striving to make DeKalb an even better place in which to live.

E. CONFIDENTIAL NATURE

No one who answers this questionnaire will be identified as an individual since we are only interested in what large numbers of people think. In order to protect you and other people we talk to, each interview is given a number rather than identifying it with a name. We will, however, keep your name and address on a separate card in order to notify you of any public meeting which may be organized to present the findings of the study.

F. CANDID

In this type of study there is always the danger that some of the people interviewed might tend to give the type of answer they think the interviewer might like. However, in this study, there are no right or wrong answers. The only concern is to get an accurate description of what the people think.

II. OTHER INSTRUCTIONS TO INTERVIEWER

A. IDENTIFICATION OF INTERVIEW SCHEDULE

The interviewer shall identify each interview schedule by his name, date, and interview number. The interview numbers shall be given consecutively by each interviewer. Later in the office when all interviews have been assembled, an overall sequence of numbers (Respondent No. ___) shall be given. The interviewer shall also fill out an interviewee card (3 x 5) identifying the interviewee by name, address, and interview number.

B. OTHER INSTRUCTIONS

1. The format of the schedule is to give "interviewer instructions" in upper case letters (not to be read to the interviewee). Questions directed to the interviewee are in lower case letters. These should be read to the respondent as written. However, explanations which do not bias the respondent are permissible should he not understand the questions as read.

2. Any lack of understanding of any questions on the part of the interviewer should be discussed with Mr. Campbell or Dr. Nix. Questions which are not generally understood by the respondents or which elicit vague or varying types of answers should be reported (call the Chamber office--378-3691).

3. Use the margins of the sheets and the last page to describe special comments which are relevant to specific questions or which are not relevant but may add to the understanding of the community.

4. After each interview is over and you have left the respondent, check the schedule to see that all questions are answered and that the answers are legible and in sufficient detail. This is the time to make comments as to the attitudes, perceptiveness, etc., of the respondent.

5. Student interviewers should rotate in editing each others' schedules soon after each day of interviewing. Jaycee interview schedules should be checked by his team leader to aid in maintaining confidentiality.

6. Each interviewer must make field notes daily on pertinent observations, hypotheses, and insights (students only).

7. Inform the respondent when the last schedule question has been asked. Then ask him if he has anything else which he would like to report concerning the county. After his response, thank him and indicate again that the final report will be available to him through the sponsoring organization.

8. Jaycees should turn over interviews as soon as possible to their team leaders for review and in order that incorrect procedures may be identified and corrected as early as possible. The team leader should in turn forward completed schedules as quickly as possible to the Chamber office.

9. The responses given are confidential and every precaution should be taken to treat them so. Interview schedules should not be shown to others or left lying around. Neither should there be loose conversation regarding such things as "Who are named most often as leaders."

APPENDIX C

AVAILABLE RESOURCES

AVAILABLE RESOURCES

It is hoped that the information contained in this report will lead to the setting of a priority of needs or problems which the people of DeKalb County wish to tackle. Different needs or problems lend themselves to different approaches for solution. Some can be immediately implemented within the established administration of service areas. Others lend themselves to educational programs, while other more complex programs need professional or technical study and planning which may be followed by educational programs. Listed below are some educational resources as well as planning and program assistance resources for community development which are available to DeKalb County citizens.

A. Educational Resources

For Higher Education support for community educational programs aimed at solving community problems, contact one of the following listed persons. These persons, except the first three listed, are their institution's representative for Title I of the Higher Education Act, which supports educational programs relating to community development.

1. Dr. Ollie S. Bandy, Assistant Academic Dean
   Evening Program
   DeKalb College
   555 North Indian Creek Drive
   Clarkston, Georgia 30021
   292-1520

2. Dr. Ernest E. Melvin, Director
   Institute of Community and Area Development
   University of Georgia
   Athens, Georgia 30601
   542-3350

3. Dr. Harold L. Nix
   Professor of Sociology
   Institute of Community and Area Development
   University of Georgia
   Athens, Georgia 30601
   542-3161

4. Mr. George S. Brooks, Coordinator
   Georgia Community Continuing Education Services
   University of Georgia
   Athens, Georgia 30601
   542-1756

5. Mr. T. W. Mahler, Director
   Georgia Center for Continuing Education
   University of Georgia
   Athens, Georgia 30601
   542-3451

6. Mr. Robert E. Winn
   Director of Community Service
   Clayton Junior College
   Forest Park, Georgia 30050
   363-3800

7. Dr. Ben F. Johnson, Dean
   School of Law
   Emory University
   Atlanta, Georgia 30322
   377-2411

8. Dr. Richard Wiegand, Director
   Department of Continuing Education
   Georgia Institute of Technology
   Atlanta, Georgia 30332
   873-4211

9. Dr. Alex Lacy, Dean
   School of Urban Studies
   Georgia State University
   33 Gilmer Street
   Atlanta, Georgia 30303
   658-3500 Ext. 481

10. Dr. W. E. Richardson
Title I Representative
Morris Brown College
643 Hunter Street, N.W.
Atlanta, Georgia 30314
525-7831

11. Dr. T. Lavon Talley
Director of Education
Oglethorpe College
Atlanta, Georgia 30319
231-1441

12. Dr. Mance Jackson
Office of Development
Spelman College
Atlanta, Georgia 30314
525-6827

B. Planning and Program Assistance Resources

For those needs or problems which require professional or technical study and planning the following local and state planning organizations and agencies may be contacted:

1. Mr. Allan Johnston, Director
DeKalb County Planning Department
DeKalb County Courthouse
Decatur, Georgia 30030

2. Mr. Dan Sweat, Executive Director
Atlanta Regional Commission
Suite 910
100 Peachtree Street, N.W.
Atlanta, Georgia 30303

3. Mr. Tom Linden
State Planning Officer
Bureau of State Planning and Community Affairs
100 State Capital
Atlanta, Georgia 30334

4. Lt. Gen. Louis W. Truman, Executive Director
Georgia Department of Industry and Trade
100 State Capital
Atlanta, Georgia 30334

5. Mr. Penn Worden
Georgia Chamber of Commerce
1201 Commerce Building
Atlanta, Georgia 30303

6. Mr. Paul W. Miller, Director
Atlanta Chamber of Commerce
Economic Development Department
Post Office Box 1740
Atlanta, Georgia 30301

7. Mr. Ross Hammond, Chief
Industrial Development Division
Georgia Institute of Technology
1132 W. Peachtree Street, N.W.
Atlanta, Georgia 30309

8. Dr. Eugene Gillespie, Director
Georgia Department of Public Health
Office of Comprehensive Health Planning
1280 West Peachtree Street
Atlanta, Georgia 30309

9. Dr. Ernest E. Melvin, Director
Institute of Community and Area Development
University of Georgia
Athens, Georgia 30601

10. Dr. Morris W. H. Collins, Jr., Director
Institute of Government
University of Georgia
Athens, Georgia 30601

11. Dr. Doyne Smith, Director
Bureau of Educational Studies and Field Services
College of Education
University of Georgia
Athens, Georgia 30601

12. Mr. Wray Buchanan, Director
Division of Services
College of Business Administration
University of Georgia
Athens, Georgia 30601

COMMUNITY SOCIAL ANALYSIS SERIES

Institute of Community and Area Development
and
Department of Sociology and Anthopology
University of Georgia Athens, Georgia 30601

1. **Savannah-Chatham County.** Harold L. Nix and Charles J. Dudley, 1965
2. **Macon-Bibb County.** Harold L. Nix, 1966
3. **Augusta-Richmond County.** Harold L. Nix and Charles J. Dudley, 1966
4. **El Pinar, Spain.** Joseph B. Aceves and Wilfrid C. Bailey, 1967.
5. **Oglethorpe County.** Harold L. Nix, Donald Shoemaker, and Ram Singh, 1967
6. **Athens-Clarke County.** Harold L. Nix, 1969
7. **DeKalb County.** Harold L. Nix and Norma R. Searley, 1971

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